

REPUBLIC OF SOUTH SUDAN



Ministry of Finance and Planning

PUBLIC PROCUREMENT AND DISPOSAL OF ASSETS AUTHORITY



ANNUAL PERFORMANCE EVALUATION REPORT FOR THE FINANCIAL YEAR 2024/25

OCTOBER 2025





PPDAA
Public Procurement &
Disposal of Assets Authority

Vision

A center of excellence for the advancement of a public procurement and disposal of assets system for sustainable national development.

Mission

To regulate public procurement and disposal of assets to promote compliance and achieve value for money.

Core Values

Integrity	Serving stakeholders in an ethical, honest, and fair manner.
Teamwork	Working collaboratively, sharing experiences, and respecting one another to achieve institutional goals
Accountability	Performing duties with readiness to take responsibility for actions.
Professionalism	Executing regulatory functions with knowledge, skills, and a positive attitude.
Transparency	Promoting openness and fairness in all engagements with stakeholders.

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LIST OF ABBREVIATIONS

Abbreviation	Full Meaning
AfDB	African Development Bank
APER	Annual Performance Evaluation Report
EAPF	East African Procurement Forum
EC	Evaluation Committee
ESAMI	Eastern and Southern African Management Institute
GFS	Government Finance Statistics
GPSA	Government Procurement Services Agency (Tanzania)
GRSS	Government of the Republic of South Sudan
IFAD	International Fund for Agricultural Development
IFMS	Integrated Financial Management Information System
ISP-SEG	Institutional Support Project for Strengthening Economic Governance
MDAs	Ministries, Departments and Agencies
MoFP	Ministry of Finance and Planning (South Sudan)
MPS&HRM	Ministry of Public Service and Human Resources Management
NGOs	Non-Governmental Organizations
PC	Procurement Committee
PEs	Procuring Entities
PFM	Public Financial Management
PFMIS	Public Financial Management Institutional Strengthening (Project)
PPAA	Public Procurement Appeals Authority (Tanzania)
PPDA	Public Procurement and Disposal of Assets (Act, 2018 – South Sudan)
PPDAA	Public Procurement and Disposal of Assets Authority (South Sudan)
PPPU	Public Procurement Policy Unit (former unit under MoFP)

PSPTB	Procurement Supplies and Professionals and Technicians Board (Tanzania)
RTGoNU	Revitalized Transitional Government of National Unity
R-ARCSS	Revitalized Agreement on the Resolution of the Conflict in South Sudan
SBDs	Standard Bidding Documents
UNDP	United Nations Development Programme
WB	World Bank

SUBMISSION LETTER

Ref: **PPDAA/APER/2024-25**

Date: **12th December 2025**

Hon. Dr. Bak Barnaba Chol
Minister of Finance and Planning
Republic of South Sudan
Juba

Hon. Steven Kiliona Wondu
Auditor-General
National Audit Chamber
Republic of South Sudan
Juba

Honorable Minister and Honorable Auditor-General

Subject: **Submission of the Annual Performance Evaluation Report of the Public Procurement and Disposal of Assets Authority for the Financial Year 2024/25**

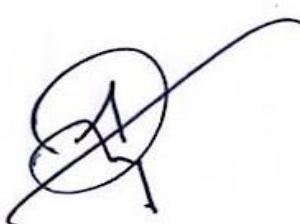
In accordance with Section 21 of the Public Procurement and Disposal of Assets Act, 2018, I have the honor, on behalf of the Board of Directors of the Public Procurement and Disposal of Assets Authority (PPDAA), to transmit herewith the Annual Performance Evaluation Report for the Financial Year 2024/25.

The submission of this Report fulfills the statutory obligation under Section 21(1) and (2) of the PPDAA Act, 2018. In line with the Act, we respectfully request that the Report be laid before the National Legislative Assembly within the prescribed timelines.

The Board remains committed to ensuring that the Authority discharges its mandate effectively, and we look forward to continued collaboration with your esteemed offices in strengthening South Sudan's public procurement and disposal of assets system.

Please accept, Honorable Minister and Honorable Auditor-General, the assurances of my highest consideration.

Yours faithfully,



Hon. Ayii Bol Akol
Acting Chairperson

ACKNOWLEDGEMENT

The preparation of this inaugural Annual Performance Evaluation Report (APER) for the Financial Year 2024/25 marks a significant milestone for the Public Procurement and Disposal of Assets Authority (PPDAA). It fulfills the statutory reporting obligations under Section 21 of the Public Procurement and Disposal of Assets Act, 2018, while also reflecting the Authority's progress in building systems, structures, and capacities for effective procurement and disposal of assets in South Sudan.

We wish to acknowledge with gratitude the Minister of Finance and Planning, together with the Undersecretaries, for their policy direction, stewardship, and sustained support in embedding procurement reforms within the broader governance and public financial management framework.

Special appreciation goes to the Public Financial Management Institutional Strengthening (PFMIS) Project, particularly its Program Director and Project Manager, whose leadership and technical guidance have been instrumental in enabling the Authority to operationalize its mandate.

We also recognize the invaluable support of our development partners—especially the World Bank through the PFMIS Project, and the African Development Bank through the ISP-EG—as well as regional institutions whose collaboration has reinforced our reform journey.

Finally, we extend heartfelt thanks to the PPDAA Board, management, staff, and all stakeholders whose collective efforts made this inaugural Report possible. It is our hope that this Report will serve as a useful reference for policymakers, development partners, civil society, and the private sector, and that it will inspire continued collaboration towards strengthening public procurement as a cornerstone of accountability, transparency, and sustainable development in South Sudan.

CHAIRMAN'S STATEMENT



Hon. Ayii Bol Akol
Acting Chairperson

It gives me great pleasure, on behalf of the Board of Directors of the Public Procurement and Disposal of Assets Authority (PPDAA), to present the inaugural Annual Performance Evaluation Report (APER) for the Financial Year 2024/25. This historic report marks a turning point in the Authority's institutional journey and reflects our shared commitment to building a transparent, accountable, and value-driven public procurement system for South Sudan.

The report not only captures the progress made in establishing the Authority's operational structures but also demonstrates the growing maturity of the national procurement system as a key pillar of public financial management reforms.

Strategic Leadership and Governance Oversight

During the year under review, the Board of Directors provided strategic leadership to guide the Secretariat in implementing the Public Procurement and Disposal of Assets Act, 2018, and the approval and issuance of Public Procurement and Disposal of Assets Regulations, 2024. The Board's focus was to ensure that PPDAA operates within a robust governance and policy framework that promotes compliance, accountability, and service excellence.

The Board approved and adopted a comprehensive set of Standard Bidding Documents (SBDs), Guidelines, and Standard Forms, thereby establishing a uniform standard for procurement operations across government entities.

Institutional Development and Reform Consolidation

The period saw important steps in consolidating the Authority's institutional capacity. The Board endorsed the recruitment of 37 technical and support staff under Phase I, thereby enhancing the operational base of the Secretariat. It also approved the rollout of digital tools, including the National Tender Portal, Provider Registration System, and the PPDAA Website, which now form the backbone of South Sudan's emerging e-procurement ecosystem.

Through guidance and oversight, the Board also encouraged Management to pursue capacity-building and regional benchmarking initiatives with peer institutions across East Africa. These engagements have broadened institutional learning, strengthened regulatory practices, and positioned the Authority to adopt international best practices in procurement governance.

Challenges and Lessons Learned

While notable progress was made, the Board acknowledges that the year was not without challenges. Budget releases covered less than one-third of approved allocations, significantly constraining programme implementation and threatening institutional sustainability. Delays in recruitment of key senior staff, coupled with inadequate ICT equipment, vehicles, and office accommodation, slowed operational efficiency.

A major institutional risk relates to the availability of office space. The current office premises are leased under the Public Financial Management Institutional Strengthening (PFMIS) Project, which has been financing the rent and related operational costs. With the project approaching its closure phase in 2026, the impending expiry of this lease arrangement poses a significant sustainability concern. The Board has underscored the need for a clear transitional strategy, including potential relocation, securing government subvention for rental costs, or expediting the construction of the

permanent PPDAA headquarters, whose design and feasibility were supported by the African Development Bank. This issue remains a top governance priority to ensure continuity and operational stability beyond the project period.

The Board also observed persistent low compliance levels among Procuring Entities, especially in submission of procurement plans, timely reporting, and utilization of the national tender portal. These challenges underscore the need for continued investment in training, enforcement, and systems development to strengthen compliance culture and institutional performance.

Outlook and Policy Priorities for FY 2025/26

Looking ahead, the Board's focus will be to consolidate the gains achieved and steer the Authority towards greater institutional maturity. Priority will be placed on strengthening oversight and compliance monitoring frameworks across all levels of government, supporting the rollout of the Procurement Audit Tool to enhance performance tracking and accountability, and consolidating the use of digital platforms to promote transparency and data-driven decision-making. The Board will also reinforce partnerships with oversight institutions and development partners to sustain reform momentum, while promoting ethical conduct, integrity, and competition within the procurement system. In alignment with the resolutions of the 8th Governors' Forum, the Board will continue to work closely with the Ministry of Finance and Planning and other stakeholders to ensure that all Procuring Entities fully comply with the PPDA Act and Regulations, while strengthening collaboration and capacity both at national and sub-national levels..

Regional and Strategic Engagement

The Authority enters the new financial year with renewed energy and optimism. A key highlight will be South Sudan's hosting of the 17th East African Procurement Forum (EAPF) in Juba, November 2025, under the theme "*Enhancing Beneficial Ownership Disclosure in Procurement Systems*." This event will offer an invaluable platform for South Sudan to share its reform journey, engage with regional peers, and showcase its progress toward transparent and competitive procurement practices.

Appreciation and Commitment

On behalf of the Board, I extend sincere appreciation to the Government of the Republic of South Sudan, the Ministry of Finance and Planning, and our development partners for their continued guidance, support, and collaboration. I also commend the Executive Director, Management, and staff of the PPDAA for their dedication, professionalism, and resilience in delivering tangible results despite the prevailing challenges.

The Board reaffirms its commitment to providing effective governance, policy direction, and oversight to ensure that PPDAA continues to uphold the principles of transparency, accountability, and value for money, thereby contributing meaningfully to national development and improved service delivery for the citizens of South Sudan.



Hon. Ayii Bol Akol
Acting Chairperson

EXECUTIVE DIRECTOR'S STATEMENT



Hon. Deng Akuei Kak
The Executive Director

It is with great honor and a deep sense of responsibility that I present the inaugural *Annual Performance Evaluation Report (APER)* of the Public Procurement and Disposal of Assets Authority (PPDAA) for the Financial Year 2024/25. This first report represents a historic milestone in the Authority's institutional journey, marking the transition from the establishment phase to an era of measured performance, transparency, and accountability in public procurement and disposal of assets in the Republic of South Sudan.

During the year under review, the Authority—through its Secretariat and under the policy direction of the Board—recorded significant achievements in operationalizing the Public Procurement and Disposal of Assets Regulations, 2024. We successfully rolled out the first package of Standard Bidding Documents (SBDs), Guidelines, and Standard Forms, which now

form the cornerstone of uniform and transparent procurement processes across Procuring Entities (PEs).

A major highlight of the year was the digital transformation of procurement systems through the launch of the PPDAA Website, the National Tender Portal, and the Online Provider Registration System. These platforms laid the foundation for an integrated e-procurement framework that will progressively reduce manual processes, enhance transparency, and improve efficiency in public procurement management.

Institutional capacity also registered remarkable growth. The recruitment of 37 staff members under Phase I significantly strengthened the Secretariat's functional capabilities. In addition, several capacity-building initiatives were undertaken in collaboration with regional partners, while benchmarking missions across East Africa deepened our understanding of best practices in procurement regulation and institutional governance. Outreach and sensitization programmes enabled the Authority to engage directly with Procuring Entities, suppliers, and contractors, leading to the establishment of Procurement Committees, training of procurement officers, and improved awareness of compliance requirements.

Despite these achievements, the year was not without challenges. Budgetary releases covered less than one-third of approved allocations, which constrained implementation of key programs and threatened the pace of reform. Recruitment of senior and specialized technical staff was hindered by qualification and budget limitations, while operational gaps persisted in ICT infrastructure, transport facilities, and office accommodation. Compliance by Procuring Entities also remained weak, as reflected in delayed or missing procurement plans, limited reporting, and underutilization of the tender portal—an area that calls for stronger enforcement measures and sustained capacity-building.

Looking ahead, the Secretariat is committed to consolidating ongoing reforms and building on the gains made during the year. Our priorities for FY 2025/26 include:

- Strengthening compliance monitoring and enforcement across all levels of government;
- Rolling out the Procurement Audit Tool and deepening use of the e-procurement platforms;

- Expanding training and professional development for procurement and disposal personnel;
- Accelerating provider registration and certification to formalize the supplier base; and
- Enhancing stakeholder engagement and public communication to promote trust and accountability in procurement.

In line with the resolutions of the 8th Governors' Forum, the Authority will continue to ensure that all PEs operate within the framework of the PPDA Act and Regulations, while promoting competition, fairness, and value for money. These efforts will be supported by ongoing collaboration with the Ministry of Finance and Planning, oversight institutions, and development partners.

The coming year also presents an important opportunity for the country as South Sudan prepares to host the 17th East African Procurement Forum (EAPF) in Juba, November 2025, under the theme *"Enhancing Beneficial Ownership Disclosure in Procurement Systems."* The event will serve as a platform to showcase the reforms and progress achieved under the leadership of the Government and the PPDA, and to strengthen South Sudan's voice within the regional procurement community.

On behalf of the Secretariat, I extend my sincere appreciation to the Government of the Republic of South Sudan, the Ministry of Finance and Planning, the PPDA Board of Directors, and our development partners for their continued trust, guidance, and support. I also commend the dedication and professionalism of the PPDA staff, whose commitment has made the progress recorded in this report possible.

We reaffirm our collective determination to build an effective, transparent, and accountable public procurement and disposal system that ensures value for money and contributes meaningfully to national development and service delivery to the people of South Sudan.



Hon. Deng Akuei Kak
Executive Director

EXECUTIVE SUMMARY

The Public Procurement and Disposal of Assets Authority (PPDAA) is proud to present its inaugural Annual Performance Evaluation Report (APER) for the Financial Year 2024/25, prepared in accordance with Section 21 of the PPDA Act, 2018. This Report is not only a statutory obligation but also a historical record of the Authority's journey since its establishment in February 2023. It documents institutional milestones, performance achievements, challenges, and future prospects, while preserving the institutional memory essential for sustaining procurement reforms in South Sudan.

Institutional and Regulatory Foundations

During FY 2024/25, PPDAA laid the building blocks of a functional procurement system. The Authority spearheaded the operationalization of the PPDA Act, 2018, through the issuance of the Public Procurement and Disposal of Assets Regulations, 2024, following wide consultations and approval by Parliament. These Regulations provide the legal backbone for procurement reforms and embed the principles of fairness, transparency, competition, and value for money in government procurement.

Complementing this milestone was the approval of ten Standard Bidding Documents (SBDs) and a suite of guidelines and procedural forms, all published on the Authority's website. Together, these instruments now provide Procuring Entities (PEs) with harmonized tools to conduct procurement consistently and transparently, while also meeting international best practices.

The Authority also launched digital platforms—its official website, a national tender portal, and an online provider registration system. While uptake remains low, these platforms represent the initial phase of South Sudan's e-procurement journey and are critical to widening access to procurement opportunities.

Institutional Strengthening

The Board of Directors and Secretariat worked to establish a credible and functional institution. An organizational structure, scheme of service, and establishment level were approved, leading to the recruitment of 37 staff during Phase I. However, Phase II recruitment stalled after the Ministry of Public Service revised qualification requirements to levels inconsistent with the approved scheme of service. This created gaps in senior leadership positions, undermining efficiency and leaving the Authority under-staffed.

The Authority's operational progress has been made possible largely through the PFMIS Project, which financed leased offices in Haigonya, furniture, ICT, vehicles, and staff training. At the same time, the African Development Bank (AfDB), through the ISP-SEG Project, has provided financing for the design review and preparation of bidding documents for a permanent headquarters for PPDAA in Juba. It is important to underscore that this support is limited strictly to the design stage. There is currently no commitment from AfDB to finance the actual construction, which will depend on the cost estimates and outputs generated by the design consultancy. This distinction is critical for planning,

as the Authority will need to mobilize additional resources for construction once the design phase is complete.

Capacity building was also prioritized. Board members engaged in onboarding and benchmarking visits to Kenya, Uganda, and Tanzania, while staff attended ESAMI trainings. These engagements enhanced professional capacity and positioned PPDAA as a credible actor in regional procurement reforms.

Stakeholder Engagement and Compliance

PPDAA undertook extensive outreach to build reform ownership. Meetings with Accounting Officers resulted in the establishment of 46 Procurement Committees in MDAs and 12 at State and Administrative Area levels. Dissemination workshops trained over 240 participants, while business outreach seminars increased private sector awareness of procurement opportunities.

The Authority also issued technical guidance, including Letters of No Objection, and laid the groundwork for compliance audits and monitoring. However, compliance with the PPDA Act remains weak, with many Procuring Entities failing to submit procurement plans or publish awards on the tender portal.

Key Transition in Oversight Arrangements

During the year under review, PPDAA successfully guided the transition from interim oversight through the issuance of Letters of No Objection (LNOs) to a comprehensive regulatory framework anchored in the Procurement and Disposal of Assets Regulations. The Ministerial Circular on LNOs had been introduced to cover the institutional gap created by the establishment of PPDAA and the abolition of the former Public Procurement Policy Unit in the Ministry of Finance. With the promulgation of the Regulations, Procuring Entities are no longer required to seek Letters of No Objection. All procurement processes now conclude with the Accounting Officer, who—acting on the advice of the Procurement Committee and within the approved budget—bears full responsibility for compliance. In line with Section 56 of the PPDA Act 2018, Accounting Officers are also required to confirm the availability of funds with the Ministry of Finance and Planning before initiating or approving procurement. This shift underscores PPDAA's central role in steering the procurement system towards a clear, rules-based, and accountable framework.

Performance Evaluation of Procuring Entities

A core mandate of PPDAA is to evaluate the performance of Procuring Entities in complying with the PPDA Act and Regulations. During FY 2024/25, no formal audits, investigations, or complaint reviews were conducted, as the Authority was still in its foundational phase of building systems, tools, and capacity. Nonetheless, progress was made in establishing the structures necessary for performance oversight:

- Procurement Committees were formed in 46 MDAs and 12 States and Administrative Areas, embedding compliance structures at the institutional level.

- Dissemination workshops and outreach seminars improved the knowledge of procurement staff and Accounting Officers, raising awareness of compliance obligations.
- The Authority is finalizing a Procurement Audit Tool, to be rolled out in FY 2025/26. The tool will assess compliance dimensions such as institutional setup, annual procurement planning, tender processes, contract management, records management, adoption of PPDAA systems (e-GP/PMIS), and handling of complaints and emergency procurement.
- This tool will enable PPDAA to score PEs, generate comparative compliance ratings, and provide evidence-based feedback to improve performance.

The absence of formal audits in FY 2024/25 reflects the infancy of PPDAA rather than neglect of oversight. Importantly, the preparatory work undertaken lays a solid foundation for systematic evaluation of PEs beginning in FY 2025/26, ensuring that compliance monitoring becomes an integral part of South Sudan's procurement reform framework.

Financial Performance

For FY 2024/25, PPDAA was allocated SSP 3.062 billion in the national budget, but only SSP 868.53 million (28.3%) was disbursed. The resulting shortfall of over SSP 2.2 billion constrained operations, although prudent management allowed the Authority to sustain essential activities.

A key risk is the sustainability of office accommodation. PFMIS lease support ends in November 2026, while the AfDB-financed headquarters will take 4–5 years to complete. Without transitional government support, the Authority faces a potential institutional crisis.

Key Challenges

Despite commendable progress, the Authority continues to grapple with several structural and operational challenges that threaten the sustainability of the procurement reform agenda:

- a) **Inadequate and Delayed Budget Disbursements:** Persistent delays and partial release of approved funds continue to undermine effective implementation of planned activities. The unpredictability of cash flows has constrained programme delivery, disrupted training schedules, delayed procurement audits, and weakened the Authority's institutional credibility. This fiscal instability also affects timely payment of staff salaries and service providers.
- b) **Dependence on Donor Support:** A significant portion of operational and reform progress has been made possible through external financing, particularly from the PFMIS Project. The Authority's reliance on donor-funded interventions creates a sustainability gap that will become more pronounced once these projects close, especially in areas of staff remuneration, training, and ICT support.

- c) **Sustainability of Office Accommodation:** The Authority's current office lease is fully supported by the PFMIS Project, whose financing ends in 2026—well before the AfDB-funded PPDAA Headquarters construction is completed. Without transitional arrangements, the Authority risks disruption of operations, loss of institutional continuity, and potential reputational damage. The absence of a clear government commitment to interim accommodation remains one of the most pressing institutional risks.
- d) **Staff Recruitment Constraints:** Phase II recruitment remains stalled due to restrictive qualification requirements and budget ceilings. As a result, critical leadership and technical positions remain vacant, impeding compliance monitoring, performance evaluation, and the rollout of digital procurement tools.
- e) **Weak Compliance by Procuring Entities:** Many Procuring Entities continue to delay or omit submission of their annual procurement plans and contract award information, undermining transparency, accountability, and data collection efforts necessary for policy formulation and monitoring.
- f) **Staff Morale and Motivation Issues:** Chronic salary delays, limited incentives, and the absence of a staff welfare framework have affected morale, reducing productivity and institutional ownership of reforms.
- g) **Transport and ICT Limitations:** The Authority continues to face logistical and technological constraints due to inadequate transport facilities and delays in ICT equipment delivery, limiting field monitoring and e-procurement integration.
- h) **Slow Uptake of Digital Tools:** Despite the operationalization of the tender portal, adoption remains low. Few MDAs and State Governments publish opportunities or awards due to delayed approval of the FY 2025/26 budgets and limited enforcement of mandatory use of the system. This has, in turn, lowered provider confidence and reduced transparency in procurement processes.

Strategic Risks Going Forward

The sustainability of the procurement reform agenda hinges on progressive strengthening of government ownership. While donor projects (PFMIS, AfDB) have built a strong foundation, long-term resilience requires predictable government financing, transitional office accommodation, and full staffing of the Authority. Without these, institutional maturity and service continuity will be compromised.

Way Forward

To consolidate achievements and ensure sustainability, the Board and Management will prioritize the following strategic actions in FY 2025/26:

- **Enhance Financial Sustainability:** Engage the Ministry of Finance and Planning to ensure predictable and adequate budget subventions, timely cash releases, and gradual reduction of dependence on donor funding.

- **Secure Transitional Office Accommodation:** Advocate for a government-financed transitional arrangement to bridge the gap between the expiry of the PFMIS lease (2026) and completion of the AfDB-sponsored headquarters.
- **Strengthen Institutional Capacity:** Fast-track Phase II staff recruitment, rationalize qualifications to attract competent professionals, and implement continuous professional development programmes.
- **Enforce Compliance and Transparency:** Intensify oversight to ensure that all Procuring Entities publish procurement plans and contract awards through the tender portal.
- **Accelerate Digital Transformation:** Scale up e-procurement use across MDAs through awareness, training, and enforcement of mandatory system utilization.
- **Enhance Staff Welfare and Motivation:** Develop and implement a comprehensive staff welfare and incentive framework to improve morale and retention.
- **Improve Operational Logistics:** Procure additional vehicles and modern ICT equipment to support compliance monitoring and performance audits.
- **Strengthen Partnerships and Visibility:** Successfully host the 17th East African Procurement Forum in Juba in November 2025 to showcase South Sudan's reform progress and deepen regional collaboration.

Conclusion

The year 2023/24 and 2024/25 were foundational years for PPDAA, marked by progress in regulation, institution-building, and stakeholder outreach. Yet, underfunding, stalled recruitment, and reliance on donor support present serious risks. Going forward, only **firm government commitment**, coupled with strengthened enforcement and digital transformation, will ensure that procurement reforms become sustainable and deliver transparency, accountability, and value for money for South Sudan.

1.0 INTRODUCTION

1.1 General

This Annual Performance Evaluation Report is the first of its kind to be prepared by the Public Procurement and Disposal of Assets Authority (PPDAA). It marks a historic milestone for the Authority, providing not only an assessment of performance during the reporting period but also a comprehensive narration of the Authority's journey since its establishment.

The preparation of this inaugural report goes beyond routine reporting. It seeks to capture, document, and preserve the historical background of the Authority's formation, the legal and institutional milestones achieved, and the various activities and accomplishments recorded prior to FY 2024/25. By consolidating these achievements into a single authoritative document, the Authority establishes a permanent institutional record that will serve as a reference point for current and future stakeholders.

Retaining institutional memory is a cornerstone for continuity, learning, and accountability. It enables the Authority to safeguard its legacy, ensure that knowledge and experience are not lost with changes in leadership or staffing, and provide a solid foundation upon which future reforms and initiatives can be built. Institutional memory also enhances transparency, supports evidence-based decision making, and allows progress to be measured against past experiences.

The preparation of this Report is also guided by the legal mandate provided under **Section 21 of the Public Procurement and Disposal of Assets Act, 2018**, which requires that:

- 1) Within three months after the end of each financial year, the Executive Director shall submit to the Board an Annual Performance Evaluation Report in respect of that year's activities, which shall include—
 - (a) the financial statements and the Annual Management Plan;
 - (b) an evaluation of the operations of the Authority and the Procuring and Disposing Entities; and
 - (c) any other information the Board may direct.
- 2) The Annual Performance Evaluation Report approved by the Board shall be sent to the Minister and the Auditor-General not later than six months after the end of the financial year to which it relates, and the Minister shall, as soon as possible, but not later than two months after receipt, lay the report before the National Legislative Assembly.

Accordingly, this first Annual Performance Evaluation Report is more than a statutory requirement. It is a repository of knowledge, a testimony of institutional growth, and a strategic tool for sustaining the Authority's credibility, relevance, and effectiveness in fulfilling its mandate.

1.2 Objectives of the Report

The specific objectives of this inaugural Annual Performance Evaluation Report are to:

- a) **Fulfil the Legal Mandate** – Comply with Section 21 of the Public Procurement and Disposal of Assets Act, 2018, by providing a full account of the Authority's performance and related statutory information.
- b) **Document Institutional History** – Provide a comprehensive record of the establishment of PPDAA, its legal and institutional framework, and the key milestones achieved since inception.
- c) **Preserve Institutional Memory** – Ensure that achievements, lessons learned, and experiences gained are permanently recorded, thereby supporting continuity and future capacity development.
- d) **Assess Performance** – Review the progress made in implementing the Authority's mandate and evaluate performance against set objectives and targets.
- e) **Enhance Transparency and Accountability** – Provide stakeholders, including government, development partners, and the public, with an accurate account of the Authority's activities and results.
- f) **Support Evidence-Based Decision Making** – Offer a reliable reference for planning, policy formulation, and strategic reforms in public procurement.
- g) **Provide a Learning Resource** – Serve as a foundation for institutional learning, enabling future leadership and staff to build on past experiences and avoid duplication of efforts.

1.3 Structure of the Report

This Annual Performance Evaluation Report (APER) is organized into seven main parts, each of which is designed to provide a comprehensive and coherent account of the PPDAA's performance during the Financial Year 2024/25, while also documenting the broader institutional journey since its establishment. The structure balances compliance with the statutory reporting requirements under Section 21 of the PPDA Act, 2018, with the need to preserve institutional memory and provide stakeholders with a forward-looking perspective.

Chapter One: Introduction

This chapter sets the context of the report. It explains the historical significance of preparing the first APER, outlines the legal basis for its preparation, and states the objectives. It highlights the role of the report as not only a statutory obligation but also a repository of knowledge, a tool for accountability, and a foundation for evidence-based reforms in South Sudan's procurement and disposal of assets system.

Chapter Two: Regulatory and Institutional Framework

This chapter provides an overview of the legal and institutional architecture governing public procurement and disposal of assets in South Sudan. It outlines the key components of a functional procurement system, including the PPDA Act 2018, PPDA Regulations 2024, Standard Bidding Documents and Guidelines, and institutional structures such as Procurement Committees and Units, and oversight mechanisms. It also emphasizes the importance of ICT systems—such as the tender portal and provider registration platform—in ensuring transparency and accessibility.

Chapter Three: The Public Procurement and Disposal of Assets Authority (PPDAA)

This chapter presents the Authority itself. It covers the establishment of PPDAA as part of the wider governance reforms, its vision, mission, and core values. It sets out the Authority's objectives, powers, and functions under the PPDA Act 2018, and describes its governance through the Board of Directors and day-to-day management through the Secretariat. It also presents the organizational structure, departments, and staffing arrangements.

Chapter Four: Performance Review for FY 2024/25

This chapter is the core of the report. It reviews the Authority's major achievements across several thematic areas:

- **Regulatory instruments:** preparation and approval of Regulations, Standard Bidding Documents, Guidelines, and Procedural Forms.
- **Institutional strengthening:** approval of the organizational structure, recruitment of staff, provision of office space and facilities, capacity building of the Board and staff, and regional benchmarking.
- **Stakeholder engagement:** establishment of Procurement Committees, dissemination workshops, and business outreach seminars.
- **Advisory services and compliance enforcement:** issuance of Letters of No Objection, technical guidance to Accounting Officers, and promotion of provider registration.
- **E-procurement systems:** launch of the Authority's website, tender portal, and provider registration system.
- **Financial performance:** a review of resource utilization and budget support.

Chapter Five – Performance Evaluation of Procuring Entities –

This chapter discusses the extent to which Procuring Entities complied with the PPDA Act and Regulations during FY 2024/25, highlighting the formation of Procurement Committees, dissemination of guidelines, and the development of a Procurement Audit Tool to be applied from FY 2025/26 onwards.

Chapter Six: Challenges and Way Forward

This section acknowledges the difficulties encountered by the Authority as a young institution. It highlights challenges such as delays in operationalizing regulations, weak compliance by Procuring Entities, limited budget disbursement, staff morale issues, and sustainability of office accommodation. The chapter also sets out mitigation measures and timelines aligned with the PPDA Act to strengthen institutional performance.

Chapter Seven: Prospects and Workplan for FY 2025/26

This forward-looking chapter outlines the Authority's priorities for the next financial year. It emphasizes monitoring and enforcement of compliance, expanding capacity building, strengthening use of e-procurement systems, mobilizing sustainable financing, and consolidating PPDA's credibility as South Sudan's public procurement and disposal of assets regulator.

Annexes

The report concludes with a set of annexes that provide supporting reference materials and evidence of progress made since the establishment of PPDA. These annexes complement the main chapters by offering detailed data, institutional records, and examples of tools developed by the PPDA. They are intended to enhance the transparency, completeness, and utility of the report for policymakers, development partners, and stakeholders.

2.0 REGULATORY AND INSTITUTIONAL FRAMEWORK OF PUBLIC PROCUREMENT AND DISPOSAL OF ASSETS IN SOUTH SUDAN

During the inauguration of the PPDAA Board on 21st March 2023, the Minister of Finance and Planning directed the Authority to ensure that the necessary guidelines, structures, and systems required under the Public Procurement and Disposal of Assets Act, 2018 were in place before the start of the 2023/24 financial year.

In response to this directive, the PPDAA Board undertook careful deliberations and reached a common understanding of what constitutes a functional public procurement and disposal of assets system. In line with the Act, such a system must consist of the legal framework and the supporting instruments that enable Procuring Entities (PEs) to conduct procurement and disposal activities. It must also establish the institutional structures mandated by the law to implement, regulate, and monitor procurement and disposal processes.

Figure 1 below summarizes the components of a functional Public Procurement and Disposal of Assets System in South Sudan, which as envisaged under the PPDA Act, 2018, is composed of the following key elements:

- a) **Legal and Regulatory Framework** – The Act, Regulations, Guidelines, and attendant instruments that provide the rules and procedures for procurement and disposal.
- b) **Standard Tools and Documents** – Standard Bidding Documents (SBDs), Procurement Manuals, Codes of Conduct, and reporting templates that ensure consistency, fairness, and transparency across Procuring Entities (PEs).
- c) **Institutional Structures** – The PPDAA Board and Secretariat, Procurement Units within PEs, Evaluation Committees, and other bodies mandated by the Act to plan, execute, and oversee procurement and disposal activities.
- d) **Oversight and Accountability Mechanisms** – Independent review bodies, audit and compliance systems, and performance monitoring mechanisms that safeguard integrity and value for money.
- e) **Capacity Building and Professionalization** – Training, certification, and knowledge-sharing initiatives designed to strengthen procurement competencies across government institutions.
- f) **Information and Transparency Systems** – Procurement portals, provider registration systems, disclosure platforms, and other ICT-based tools that promote openness and accessibility of procurement information.

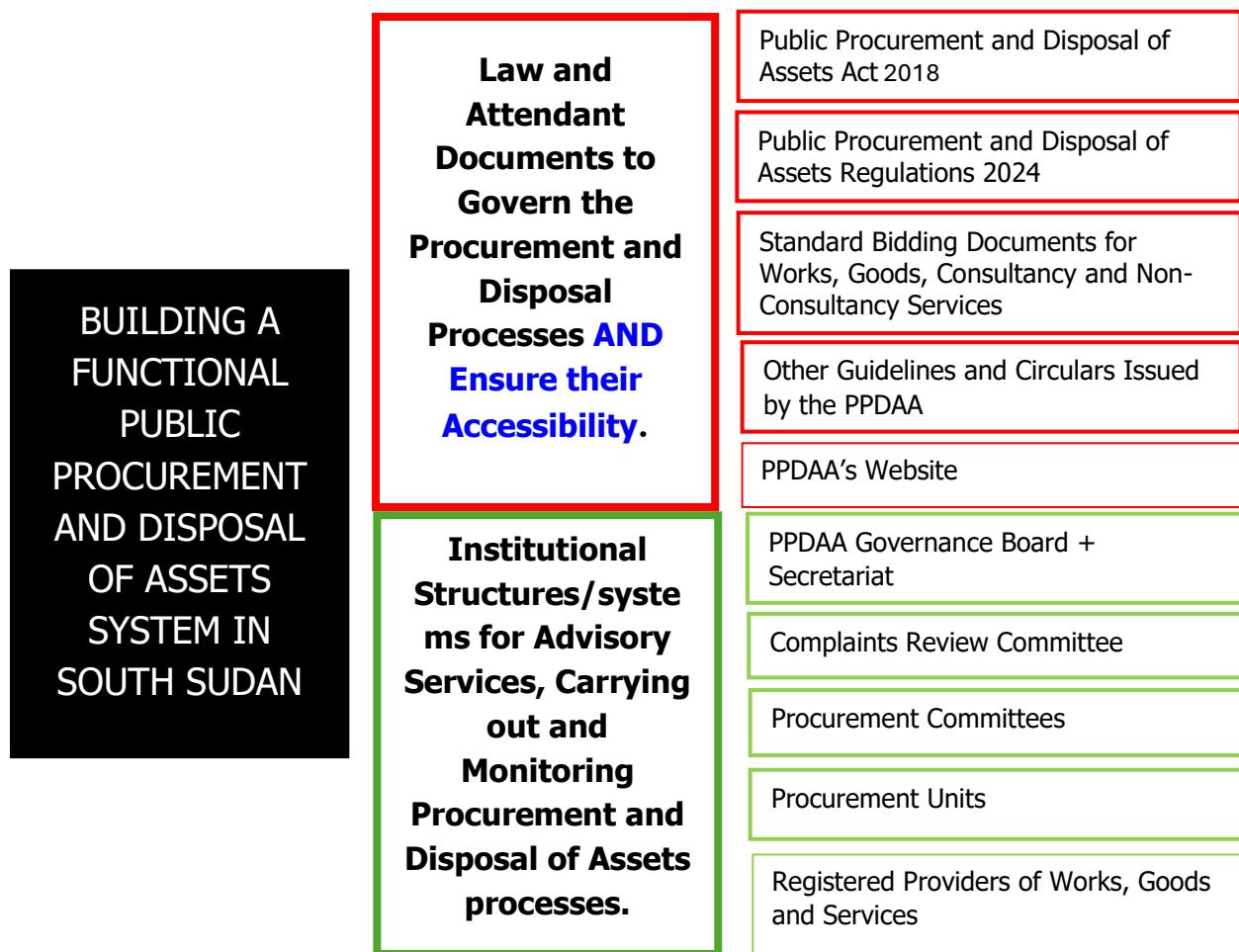


Figure 1: Components of a Functional Public Procurement and Disposal of Assets System for South Sudan

In conclusion, the establishment of a comprehensive regulatory and institutional framework for public procurement and disposal of assets in South Sudan marks a significant milestone in strengthening governance and accountability in the management of public resources. The framework, as anchored in the PPDA Act, 2018, provides clear legal foundations, institutional arrangements, and operational tools that are essential for ensuring integrity, fairness, and value for money in public procurement. Going forward, the effective enforcement of this framework, coupled with continuous capacity building, enhanced oversight, and adoption of modern information systems, will be vital in consolidating reforms, building public trust, and aligning procurement practices with the country's broader development objectives.

3.0 PUBLIC PROCUREMENT AND DISPOSAL OF ASSETS AUTHORITY

3.1 The Establishment

The establishment of the Public Procurement and Disposal of Assets Authority (PPDAA) is rooted in the broader governance reforms that followed the signing of the Revitalized Agreement on the Resolution of the Conflict in the Republic of South Sudan (R-ARCSS) in 2018. Section 4.6.1 of the Agreement required the Revitalized Transitional Government of National Unity (RTGoNU) to create a number of institutions critical to transparency, accountability, and sound governance. Among these was the PPDAA, envisioned as the national authority to regulate, monitor, and oversee all public procurement and disposal of assets.



Figure 2: Group Photo at the Inauguration Ceremony of PPDAA on 21st March 2023 at the Ministry of Finance and Planning Meeting Room

To operationalize this commitment, the Public Procurement and Disposal of Assets Act was enacted by the National Legislative Assembly in 2018 and assented to by His

Excellency the President of the Republic of South Sudan in April 2019. Chapter II of the Act formally established the Authority, providing the legal foundation for its governance framework, mandate, and institutional structures.

The Authority's establishment was realized on 17th February 2023, when His Excellency Salva Kiir Mayardit, President of the Republic, issued decrees appointing the Executive Director and the Board of Directors of the Authority. This marked a major milestone in the implementation of procurement reforms and the operationalization of the PPDA Act 2018. In line with Section 17(1) of the Act, the Board was inaugurated by the Minister of Finance and Planning on 21st March 2023.

The creation of the PPDA represents more than a statutory obligation; it is a significant reform milestone aligned with South Sudan's peace and state-building agenda. By institutionalizing procurement oversight, the Authority strengthens transparency, accountability, and efficiency in the management of public resources. Preserving this historical narrative in this APER is essential to retaining institutional memory, ensuring that the legacy of these reforms is documented for future leadership, policymakers, and citizens.

3.2 Vision, Mission and Core Values

The PPDA is guided by a clear vision, mission, and set of core values that define its institutional identity and provide direction in the discharge of its mandate. These statements articulate the Authority's long-term aspirations, its regulatory purpose, and the principles that shape its operations and relationship with stakeholders. They serve as the foundation for all strategies, policies, and actions undertaken by the Authority, ensuring consistency, accountability, and alignment with national development priorities.

Vision: A center of excellence for the advancement of a public procurement and disposal of assets system for sustainable national development.

Mission: To regulate public procurement and disposal of assets to promote compliance and achieve value for money.

Core Values:

- **Integrity** – Serving stakeholders in an ethical, honest, and fair manner.
- **Teamwork** – Working collaboratively, sharing experiences, and respecting one another to achieve institutional goals.
- **Accountability** – Performing duties with readiness to take responsibility for actions.
- **Professionalism** – Executing regulatory functions with knowledge, skills, and a positive attitude.
- **Transparency** – Promoting openness and fairness in all engagements with stakeholders.

3.3 Legal Mandate of the Authority

3.3.1 The Objectives of the Authority

The Objectives of the Authority as provided in in Section 7 of PPDA Act 2018 are:

- a) Regulate and monitor public procurement and disposal of assets in South Sudan and to advise Government institutions on issues relating to procurement;
- b) Ensure the application of fair, competitive, transparent, accountable, non-discriminatory, and value for money public procurement and disposal of assets standards and practices;
- c) Harmonise the public procurement and disposal of assets policies, system, and practices at all levels of Government;
- d) Ensure that Procuring Entities are staffed at appropriate levels in order to efficiently manage procurement activities; and
- e) Ensure that procurement contracts are granted to qualified businesswomen, youth, and persons with disabilities.

3.3.2 Powers of the Authority

The powers of the PPDA are set out under Section 9 of the PPDA Act, 2018. These powers, as categorized in Table 1, provide the Authority with the legal authority to effectively regulate, oversee, and enforce compliance in all matters relating to public procurement and disposal of assets in South Sudan. They enable the Authority to access information, investigate malpractice, act on complaints, inspect transactions, and establish decentralized offices, thereby ensuring that the principles of transparency, accountability, and value for money are upheld in the management of public resources.

Table 1: Categorization of Powers of the Authority

Category	Summary of Powers	Reference (Sec. 9)
Access to Information	Require Procuring Entities or Providers to submit information, documents, records, and reports where a breach, wrongdoing, mismanagement, or collusion is suspected, reported, or proven.	Sec. 9(a)
Investigative Authority	Summon witnesses, demand books of accounts and documents, and examine parties under oath. Commission or undertake investigations, and institute procurement, contract, and performance reviews.	Sec. 9(b), 9(c)

Inspection Powers	Inspect procurement and disposal transactions to ensure compliance with awards made by Procuring Entities.	Sec. 9(d)
Complaints Handling	Act on complaints raised by Procuring Entities, Providers, or other parties to procurement or disposal activities, in line with the Act's procedures.	Sec. 9(d)
Decentralization	Establish offices in all States to support State and Local Governments in setting up sound procurement and disposal systems, ensuring compliance with the Act.	Sec. 9(e)
Residual Powers	Exercise any other powers provided in the PPDA Act.	Sec. 9(f)

3.3.3 Functions

The functions of the PPDA are set out under Section 8 of the PPDA Act, 2018. In line with this mandate, the Authority is responsible for regulating, monitoring, and guiding all public procurement and disposal of assets in South Sudan. These functions are designed to ensure transparency, accountability, fairness, and value for money in the use of public resources. For ease of understanding, the functions can be grouped into following categories shown in **Table 2**:

Table 2: Categorization of Functions of the Authority

Category	Functions (Simplified)	Reference to PPDA Act (2018)
Regulatory and Policy	<ul style="list-style-type: none"> Develop and issue regulations, guidelines, and standard bidding documents. Ensure Procuring Entities (PEs) comply with the Act and regulations. Advise government on procurement and disposal policy matters. 	Sec. 8(a), 8(b), 8(c)
Oversight and Compliance	<ul style="list-style-type: none"> Monitor and evaluate procurement and disposal activities of Procuring Entities. Investigate complaints and handle appeals. Enforce corrective measures and sanctions for violations. 	Sec. 8(d), 8(e), 8(f)
Capacity Building and Professionalization	<ul style="list-style-type: none"> Train and support procurement staff in MDAs, States, and PEs. Promote professional standards, ethics, and best practices. Support institutional development for efficient procurement operations. 	Sec. 8(g), 8(h)

Transparency and Information Management	<ul style="list-style-type: none"> Manage the national tender portal and provider registration system. Publish information on tenders, contract awards, and procurement performance. Promote open access to procurement data. 	Sec. 8(i), 8(j)
Advisory and Support Services	<ul style="list-style-type: none"> Provide technical guidance on procurement planning and contract management. Support strategies that ensure competition, fairness, and value for money. Facilitate coordination with development partners, private sector, and civil society. 	Sec. 8(k), 8(l)
Institutional Development and Reform	<ul style="list-style-type: none"> Recommend reforms to improve the legal and institutional framework. Promote innovation, sustainability, and e-procurement. Contribute to wider public financial management reforms. 	Sec. 8(a), 8(n)

3.4 Board of Directors

3.4.1 Formation and Mandate

The governance of the PPDAA is vested in the Board of Directors, which serves as the Authority's highest decision-making body. In line with Section 11 of the PPDA Act, 2018, the Board is composed of a non-executive Chairperson, a representative of the Ministry of Justice, five members drawn from both the public sector and the private business community or professional associations, and the Executive Director of the Authority. This composition is intended to ensure that the Board reflects a balanced representation of expertise, independence, and stakeholder interests in the oversight of the national procurement and disposal system.

Members of the Board are required by law to be persons of high personal probity, appointed by the President of the Republic on the recommendation of the Minister of Finance and Planning. This appointment process underscores the importance of credibility, accountability, and professionalism in the governance of public procurement.

The current Board, appointed by His Excellency the President on 17th February 2023 and inaugurated by the Minister of Finance and Planning on 21st March 2023, consists members shown in **Figure 3**



Hon: Ayii Bol Akol –
Acting Chairperson



Hon. Dr. Gabriel Isaac Awow
Board Member



Rogato Kusang Ohide
Board Member



Hon. Newton C.W. Waniba
Board Member



Hon. Moses Majok Gatluak
Board Member



Hon. Norah Edward Zangabayo
Board Member



Hon. Deng Akuei Kak
Executive Director and
Secretary of the Board

Figure 3: Members of PPDAA Governing Board

The powers of the Board of the PPDAA are provided under Section 19 of the PPDA Act, 2018. These powers enable the Board to exercise effective oversight over the Authority and ensure that it fulfils its mandate in a transparent and accountable manner.

Specifically, the Board has the power to:

- a) **Request Information** – Direct the Executive Director to provide any information, report, or document necessary for the Board to perform its oversight functions (Sec. 19[1]).
- b) **Provide Direction** – Issue instructions to the Executive Director concerning the management and performance of the Authority's functions (Sec. 19[2]).
- c) **Approve Structures** – On the recommendation of the Executive Director, approve organisational structures considered necessary for the efficient performance of the Authority's functions (Sec. 19[3]).

Through these powers, the Board ensures that the Authority is well-governed, properly managed, and able to discharge its responsibilities effectively in line with the PPDA Act 2018.

3.4.2 Board's Activities

Building on its composition, mandate, and powers outlined in Section 11 and Section 19 of the PPDA Act, 2018, the Board of Directors has actively discharged its governance role since its inauguration. Following its establishment on 17th February 2023 and inauguration on 21st March 2023, the Board has convened regularly to provide policy direction, approve key governance and regulatory instruments, and oversee the operationalization of the Authority. Since then, the Board has held seven meetings to provide policy direction, approve key instruments, and oversee the operationalization of the Authority.

1st Meeting – 21st March 2023: Held at the Ministry of Finance and Planning, this inaugural sitting was dedicated to the formal inauguration of the Board under Section 17 of the Act. The Minister officiated the ceremony, thereby marking the start of PPDAA's governance framework.

2nd Meeting – 31st March 2023: Focused on laying the institutional identity and framework for PPDAA. The Board approved: - Terms and conditions of service for Board members; Draft Procurement and Disposal of Assets Regulations, 2023; Establishment of the PPDAA interim Secretariat; The official logo, vision, mission, and core values of the Authority.

3rd Meeting – 4th October 2023: This meeting approved the Organization Structure and Scheme of Service, deliberated on the recruitment process of PPDAA staff, and adopted the Board Charter and Code of Ethics.

- **The Board Charter** clarified the roles, powers, and responsibilities of the Board, strengthening transparency, accountability, and governance consistency.

- **The Code of Ethics** enshrined principles of integrity, impartiality, and professionalism, ensuring that members discharge their duties in the public interest. These instruments anchored PPDAA in good governance and aligned it with international standards.

The meeting also deliberated on the benchmarking report from Kenya, Uganda, and Tanzania, enriching the Authority's institutional framework with regional best practices.

4th Meeting – 13th February 2024: The meeting approved the results of internal staff recruitment and deliberated on modalities for external recruitment, thereby strengthening the Authority's human resource base.

5th Meeting – 27th August 2025: This meeting reviewed PPDAA's participation in the 16th East African Procurement Forum and considered preparations for hosting the 17th EAPF in Juba. The Board also received updates on Phase II staff recruitment and examined preparation of the 2024/25 budget, reflecting its expanding role in regional engagement and financial oversight.

6th Meeting – 5th–6th March 2025: The Board focused on systems development and internal structures. It: - Approved the system of registration of providers; Reviewed preparations for the 17th EAPF and the launch of the national procurement system; Approved the shortlist for Phase II recruitment and Initiated the process of forming Board Committees.

7th Meeting – 7th March 2025 and Continuation on 28th March 2025: This meeting finalized critical decisions, including: - Approval of the system of registration of providers; Preparations for hosting the 17th EAPF and for launching the national procurement and disposal system; Approval of Standard Bidding Documents; and Formal establishment of Board Committees

Board Committees

The establishment of Committees strengthened the Board's governance and oversight role. At its 7th Meeting, the Board resolved to form two standing Committees with the following composition and functions:

Name of Committee	Composition	Functions
Finance, Administration and Human Resources Committee	<ol style="list-style-type: none"> 1. Hon. Rogato Kusang Ohide – Chairperson 2. Hon. Moses Majok Gatluak – Member 3. Hon. Nora Edward Zangabayeo – Member 4. Hon. Deng Akuei Kak – Secretary 5. Co-opted Members: Any Head(s) of Department whose 	<p>Oversees finance, human resources, administration, and corporate governance, including:</p> <ul style="list-style-type: none"> • Reviewing financial strategies, budgets, and quarterly reports. • Establishing HR policies, structures, and recruitment guidelines. • Advising on staff benefits, compensation, training, and performance. • Reviewing employee grievances and appeals.

	matter is under deliberation	<ul style="list-style-type: none"> Promoting transparency, accountability, and compliance with relevant legislation.
Technical Committee	<ol style="list-style-type: none"> Hon. Gabriel Isaac Awow – Chairperson Hon. Newton Crisp W. Waniba – Member Hon. Nora Edward Zangabayeo – Member Hon. Deng Akuei Kak – Secretary Co-opted Members: Any Head(s) of Department whose matter is under deliberation 	<p>Guides technical and regulatory matters of procurement, including:</p> <ul style="list-style-type: none"> Reviewing registration and debarment of providers. Approving procurement audits, investigations, monitoring reports, and research findings. Reviewing procurement tools and approving Standard Bidding Documents. Overseeing capacity-building programs for staff and Board members. Providing technical recommendations on procurement systems and compliance monitoring.

Since its establishment under Section 6 of the PPDA Act, 2018, the Authority has been governed by a Board constituted under Section 11, and inaugurated under Section 17. The Board has steered PPDAA through a critical foundational phase, anchored governance through adoption of the Board Charter and Code of Ethics, and enhanced efficiency through the creation of Board Committees. Through seven meetings, it has laid down the legal, governance, staffing, and operational foundations of PPDAA, positioning South Sudan to participate fully in regional procurement initiatives, including hosting of the 17th East African Procurement Forum in Juba.

3.5 PPDAA Management

The management of the PPDAA is entrusted to a Secretariat, which provides administrative, technical, and operational support to both the Authority and the Administrative Review Committee. Current members of PPDAA Management are shown in **Figure 4**.

The Secretariat is headed by the Executive Director, who is appointed by the President of the Republic upon the recommendation of the Minister of Finance and Planning. The Executive Director serves as the chief executive officer of the Authority and is responsible to the Board for the day-to-day management of the Authority's affairs. His or her key responsibilities include managing staff, overseeing the administration and operations of the Authority, controlling its funds and property, and carrying out additional functions as determined by the Board.



Hon. Deng Akuei Kak
Executive Director



Mr. Ajang Deng Daniel
Director for Performance
Monitoring and Audit



Mr. Pitia John Michael-
Director for Capacity Building
and Advisory Services



Mr. Andrea Mabior Akol
Director for Operations



Mr. Panyar Majak Adut
First Deputy Director for Procurement

Figure 4: Members of PPDAA Management

It should be noted that while the approved organizational structure, shown in **Figure 5**, provides for other Director and Deputy Director positions to strengthen management capacity, these posts have not yet been filled. The planned recruitment process was cancelled, leaving the Authority to operate with only the Executive Director and a limited

number of managers. This staffing gap continues to constrain the Secretariat's ability to fully discharge its mandate, particularly in areas that require specialized leadership and oversight.

Importantly, the Authority's management and operations are subject to the provisions of the Public Financial Management and Accountability Act, 2011, thereby reinforcing fiscal discipline, accountability, and good governance

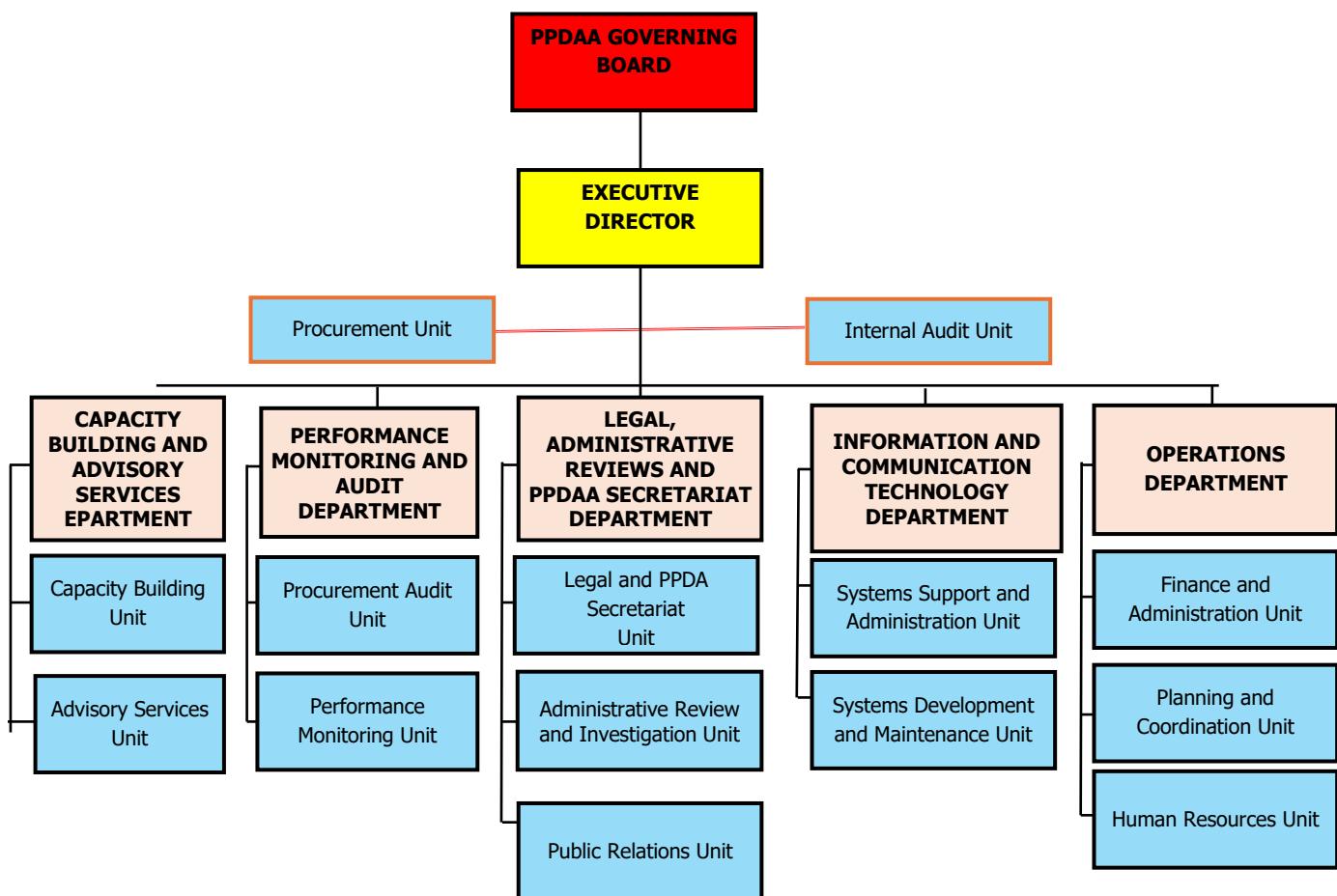


Figure 5: Organisation Structure of the PPDAAC

4. PERFORMANCE REVIEW OF THE AUTHORITY

4.1 Introduction

This chapter presents a detailed review of the performance of the Public Procurement and Disposal of Assets Authority (PPDAA) during the Financial Year 2024/25. It provides an account of the activities undertaken, milestones achieved, and challenges encountered in fulfilling the Authority's statutory mandate under the Public Procurement and Disposal of Assets Act, 2018.

As the first full financial year of operation, FY 2024/25 represented a crucial period in which the Authority laid the foundations for a functional procurement and disposal system in South Sudan. The review therefore not only captures annual outputs but also documents critical steps taken to operationalize the Authority's structures, systems, and tools in line with the legal and institutional framework.

The performance review is organized around the Authority's core functions and areas of intervention. These include:

- a) **Preparation and issuance of regulatory instruments**, such as Regulations, Standard Bidding Documents, Guidelines, and Procedural Forms;
- b) **Institutional strengthening**, covering the approval of the organizational structure, recruitment of staff, provision of working facilities, and capacity building of the Board and Secretariat;
- c) **Capacity building of stakeholders**, through dissemination workshops, formation of Procurement Committees, and business outreach seminars;
- d) **Advisory services and compliance enforcement**, focusing on technical guidance to Procuring Entities, issuance of Letters of No Objection, and promotion of provider registration;
- e) **Operationalization of e-procurement systems**, including the Authority's website, tender portal, and provider registration platform; and
- f) **Financial performance**, assessing budget utilization and support from government and development partners.

Taken together, these areas of performance provide a holistic picture of the Authority's efforts to establish itself as South Sudan's national procurement regulator. They also serve as a baseline for future evaluations, enabling progress to be tracked, lessons to be learned, and corrective actions to be taken where necessary.

4.2 Regulatory Framework

4.2.1 Public Procurement and Disposal of Assets Regulations

The preparation of the Public Procurement and Disposal of Assets Regulations, 2024, is anchored in Section 83 of the Public Procurement and Disposal of Assets Act, 2018. This provision empowers the Minister of Finance and Planning, on the recommendation of the Authority and with the approval of Parliament, to issue regulations for the implementation of the Act. It also outlines possible areas for regulation, including bidding documents, tender procedures, publication of awards, preferences, consultant selection, procurement thresholds, reporting formats, and disposal of assets.

The process began in 2021 with support from the World Bank, where an International Consultant prepared the draft Regulations, later reviewed by the Public Procurement Policy Unit (PPPU) of the Ministry of Finance and Planning. In May and June 2022, a series of validation workshops were held with different stakeholder groups including Members of Parliament, Undersecretaries and Commissioners, Directors General of Administration and Finance, Procurement Officers, private sector representatives, and procurement staff from spending agencies. These workshops provided broad input, ensuring that perspectives from both government and private actors were reflected.

Following the validation process, the draft Regulations were revised to strengthen provisions on value for money, sustainability, local preference, procurement officer qualifications, and rules on abnormally low bids, asset disposal, debarment, and conditional prequalification.

The approval journey is summarized below:

Date	Milestone
Post-validation	Draft revised (value for money, sustainability, local preference, etc.)
31 Mar 2023	Approved by PPDAA Board during 2nd Ordinary Meeting
8 Jun 2023	Submitted by Secretariat to Minister of Finance and Planning
25 Sep 2023	Letter of Compatibility issued by Ministry of Justice
9 Feb 2024	Submitted to Transitional National Legislative Assembly (T-NLA)
10–12 Jul 2024	Committee workshops held in Parliament
12 Aug 2024	Approved by T-NLA
17 Oct 2024	Formally issued by Minister of Finance and Planning



Figure 6: T-NLA in session in Juba on Monday, August 12, 2024 deliberating on the Approval of the Public Procurement and Disposal of Assets Regulations [Photo by Sudans Post]¹



Figure 7: Minister of Finance and Planning Signing the PPDA Regulations 2024 on 17th October 2024 at the Ministry's Conference Room

¹Source <https://www.sudanspost.com/lawmakers-approve-new-procurement-regulations-to-curb-corruption/>

This process demonstrated several lessons. The requirement for parliamentary approval, though uncommon in many jurisdictions, enhanced the legitimacy of the Regulations but also extended the process. Broad consultations ensured that the final text reflected both international standards and local realities. The journey also illustrated persistence and continuity despite changes in leadership at the Ministry of Finance and Planning. Importantly, the wide stakeholder engagement elevated PPDAA's visibility and strengthened its position as South Sudan's national procurement and disposal of assets regulator.

The issuance of the PPDA Regulations, 2024, marked a major milestone in operationalizing the PPDA Act, 2018, and provided a comprehensive framework for implementing procurement reforms, promoting compliance, and advancing transparency, accountability, and value for money in public procurement and asset disposal.

4.2.2 Standard Bidding Document

The preparation and issuance of Standard Bidding Documents (SBDs) by the PPDAA was undertaken in fulfilment of Section 8(1)(f) of the PPDA Act, 2018, which mandates PPDAA to prepare, update, and issue standardized bidding documents, procedural forms, and related documents for use by Procuring Entities. This mandate is further reinforced by Regulation 4(1)(c) of the PPDA Regulations, 2024, which requires the Authority to authorize and publish standard procurement documents.

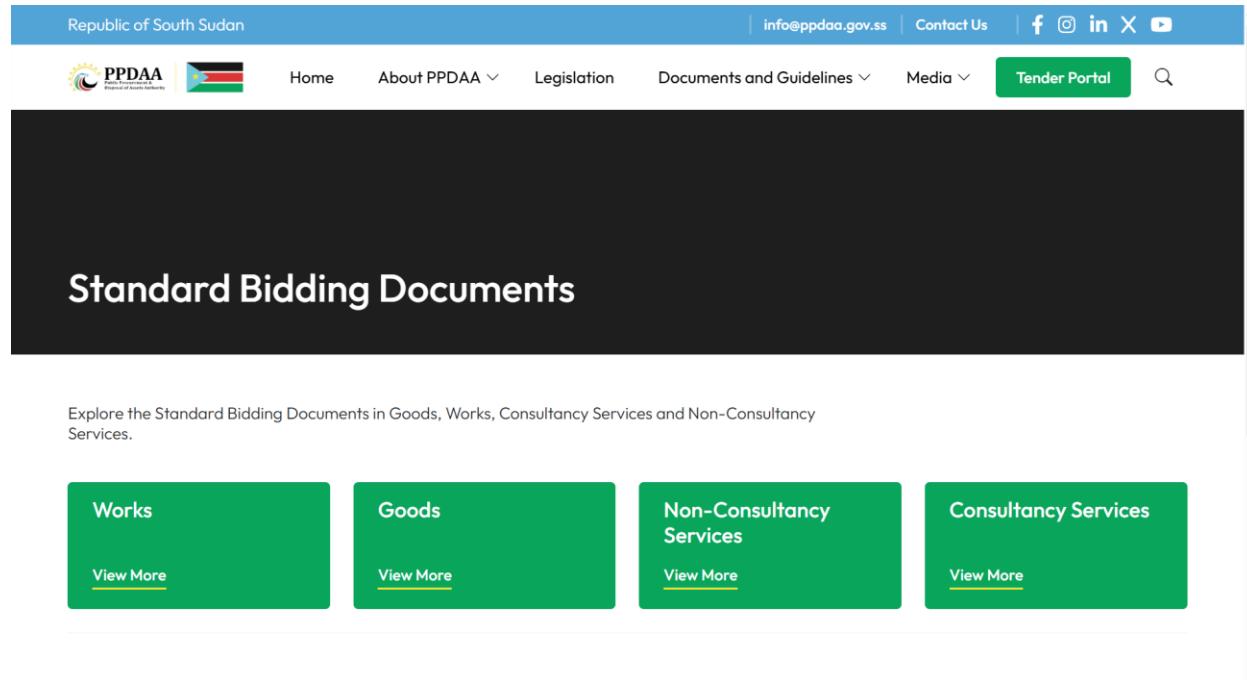
In line with this responsibility, PPDAA initiated a structured process to develop and validate the first set of SBDs. A dedicated workshop for Board Members and staff was held on 15th –16th June 2023, during which ten core SBDs were reviewed and agreed as essential to operationalize the procurement system at its early stages. These were refined and readied for approval following the issuance of the Regulations.

The formal approval was granted during the 7th Meeting of the PPDAA Board of Directors held on Friday, 7th March 2025, in compliance with Section 8(1)(f) of the Act and Regulation 4(1)(c) of the Regulations. At this meeting, the Board approved ten SBDs to be used by all Procuring Entities in South Sudan for the procurement of goods, works, consultancy, and non-consultancy services. The approved documents are:

- a) Request for Bids for Medium and Large Works
- b) Request for Bids for Small Works
- c) Request for Bids for Supply of Goods
- d) Request for Bids for Non-Consultancy Services
- e) Request for Bids for Design, Supply, and Installation of Plant and Equipment
- f) Request for Quotations for Goods
- g) Request for Quotations for Works
- h) Request for Quotations for Non-Consultancy Services
- i) Request for Proposals for Small Consultancy Assignments
- j) Request for Proposals for Complex Consultancy Services

This set was considered the initial package of core documents, sufficient to cover the bulk of procurement activities undertaken by Procuring Entities. Additional SBDs will be developed over time in response to evolving needs and sector-specific requirements.

In compliance with Regulation 4(1)(e) of the Regulations, PPDAA has also posted all approved SBDs on its official website to ensure easy access for both PEs and service providers. Furthermore, in line with Regulation 4(2), PPDAA directed all PEs to use these PPDAA-issued SBDs for the relevant procurement categories. In cases where no authorized SBD exists, PEs must seek prior approval from PPDAA to use their own bidding documents until the Authority issues the relevant template.



The screenshot shows the PPDAA website's header with links for Home, About PPDAA, Legislation, Documents and Guidelines, Media, and a Tender Portal. Below the header, a large black box contains the text "Standard Bidding Documents". Underneath this, a sub-section encourages users to "Explore the Standard Bidding Documents in Goods, Works, Consultancy Services and Non-Consultancy Services." Four green buttons below provide links to "Works", "Goods", "Non-Consultancy Services", and "Consultancy Services", each with a "View More" link.

Benefits to Procuring Entities:

The adoption of these SBDs delivers multiple advantages to PEs across South Sudan:

- Compliance with the Law:** The use of standardized, legally authorized templates ensures that procurement processes are aligned with the PPDA Act, 2018 and the Regulation 2024
- Consistency and Uniformity:** PEs are guided by harmonized documents, reducing inconsistencies and strengthening fairness across government procurement.
- Transparency and Accountability:** Clear, standardized templates reduce opportunities for manipulation, enhance oversight, and reinforce integrity in the procurement process.
- Efficiency and Cost-Effectiveness:** PEs save time and resources by relying on pre-approved templates rather than developing documents from scratch.

- **Risk Reduction:** Standardization minimizes disputes and challenges by removing ambiguities in procurement processes and requirements.
- **Capacity Strengthening:** The SBDs serve as user-friendly tools that support PEs, including those with limited procurement experience, to conduct processes correctly and efficiently.
- **Alignment with International Best Practice:** The templates reflect globally accepted formats, which facilitates donor-funded procurement and builds confidence among development partners.

Through the approval and issuance of this initial set of SBDs, PPDAA has provided PEs with the core instruments required to implement transparent, efficient, and accountable procurement processes. This marks another critical milestone in operationalizing the public procurement and disposal of assets system in South Sudan and ensuring that the reforms envisioned under the PPDA Act, 2018, are fully realized.

4.2.3 Guidelines and Procedural Forms

The development and issuance of procurement guidelines and procedural forms are central to strengthening transparency, consistency, and efficiency in the public procurement system. They serve as practical tools for Procuring Entities (PEs) and providers, ensuring that procurement processes are conducted in line with the law, regulations, and international best practice.

The legal mandate for these instruments is provided under Section 8(1)(i) of the PPDA Act, 2018, which empowers the PPDAA to issue guidelines for use by PEs. This mandate complements the Authority's role in preparing SBD, by ensuring that the procurement process is fully supported with user-friendly procedures, explanatory notes, and standardized forms.

Table 3 and Table 4 summarized the guidelines and procedural forms prepared by the PPDAA.

Table 3: Guidelines and Templates Developed by PPDAA

Title	Date Issued	Purpose
How to Overcome Delays in the Procurement Process	17 Feb 2025	Provides strategies to address common causes of delays in procurement.
Pre-Bid and Pre-Proposal Meetings	17 Feb 2025	Guides Procuring Entities on how to organize and manage pre-bid/proposal sessions effectively.
Guide to the Procurement Implementation Chart	10 Jan 2025	Explains how to use and track procurement implementation through the chart.
The Guidelines for Preparing Bidding Documents	7 Jan 2025	Provides instructions for preparing clear, compliant bidding documents.

Title	Date Issued	Purpose
Roles and Responsibilities in the Procurement Process	18 Dec 2024	Clarifies roles of Procurement Committees, Evaluation Committees, and PE staff.
Flow Chart for Procurement of Works and Non-Consulting Services	18 Dec 2024	Visual guide on steps involved in procurement of works and services.
Flow Chart for Procurement of Goods	18 Dec 2024	Visual guide on steps involved in procurement of goods.
Flow Chart for Procurement of Consultants	18 Dec 2024	Visual guide on steps for procuring consulting services.
Templates for Annual Procurement Plan (Goods, Works & Non-Consultancy Services)	Dec 2024	Standard templates (PDF format) for planning procurement of goods, works, and services.
Templates for Annual Procurement Plan (Consultancy Services)	Dec 2024	Standard templates (PDF format) for planning consultancy assignments.
Guidelines on Filling Annual Procurement Plan Template (Goods, Works & Non-Consultancy Services)	Dec 2024	Provides detailed instructions on how to complete the annual procurement plan template.
Guidelines on Filling Annual Procurement Plan Template (Consultancy Services)	Dec 2024	Provides detailed instructions for preparing annual procurement plans for consultancy services.

Table 4: Procedural Forms Developed by PPDAA

Form No.	Title	Purpose
PPDAA_01	Appointment of Procurement Committee Members	Officially appoints members of Procurement Committees.
PPDAA_02	Notifying PPDAA on PC Members	Informs PPDAA of appointed Procurement Committee members.
PPDAA_03	Membership of Evaluation Committee	Records membership of Evaluation Committees.
PPDAA_04	Letter of Appointment of EC Member	Formal letter appointing Evaluation Committee members.
PPDAA_05	Appointing Members of VIC	Appoints Verification and Inspection Committee members.

Form No.	Title	Purpose
PPDAA_06	Procurement Requisition Form	Used to request initiation of a procurement process.
PPDAA_07	Request for Approval of Procurement Method	Seeks PPDAA approval for the selected procurement method.
PPDAA_08	Request for Approval of Tendering and Contract Document	Requests clearance of tendering and contract documents.
PPDAA_09	Request for Approval of Pre-Qualification Document	Requests approval of pre-qualification documents.
PPDAA_10	Request for Approval of Expression of Interest	Requests approval for EOI documents.
PPDAA_11	Standard Form for Issuing Clarifications	Used to provide clarifications to bidders during tendering.
PPDAA_12	Request for Approval of Addendum	Requests approval to issue addenda to bidding documents.
PPDAA_13	Record of Received Bids	Records details of bids received by the PE.
PPDAA_14	Record of Bid Opening	Records proceedings of bid opening.
PPDAA_15	Submission to PC Approval for Works	Submission to Procurement Committee for works-related contracts.
PPDAA_16	Submission to PC Approval for Goods	Submission to Procurement Committee for goods-related contracts.
PPDAA_17	Submission to PC Approval for Non-Consultancy Services	Submission to Procurement Committee for non-consultancy services contracts.
PPDAA_18a	Submission for Technical Evaluation Approval	Submission to PC for approval of technical evaluation results.
PPDAA_18b	Submission for Combined Technical & Financial Evaluation	Submission to PC for approval of combined evaluations.
PPDAA_20	Contract Award Disclosure Form	Standard format for disclosing contract award information.

In line with Regulation 4(1)(d) of the PPDA Regulations, 2024, all guidelines and procedural forms have been made publicly available on the PPDAA official website to ensure ease of access by PEs, providers, and other stakeholders. PEs are required to use these instruments in line with Regulation 4(2), which mandates their application in all procurement proceedings. Where a specific guideline or form is not yet issued, PEs must seek PPDAA's approval before using alternative documents. By enforcing the use of these

standardized tools, PPDAA promotes transparency, accountability, and uniformity in public procurement across South Sudan.



PPDAA
Public Procurement &
Disposal of Assets Authority

Guidelines



How to Overcome Delays in the Procurement Process

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Procedural Forms and Circulars



Procedural Forms

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4.3 Strengthening of the Authority

4.3.1 Approval of PPDAA Organisation Structure and Recruitment of Staff

As a newly established institution, the PPDAA required a formal Organisation Structure and Scheme of Service to guide the recruitment, deployment, and management of its staff. A draft organisation structure had earlier been prepared in 2021 by a Technical Advisor under the European Union–funded Technical Assistance Project for the

Establishment of PPDAA. This draft structure was later revised through benchmarking with other East African Procurement Regulatory Authorities, ensuring that it reflected regional best practices and the specific institutional needs of South Sudan. From this, an Establishment Level and Scheme of Service consistent with the proposed structure were developed.

The process of approval and recruitment unfolded through the following key milestones:

Date/Period	Milestone
15–19 Jun 2023	Workshop for PPDAA Board Members on organisation structure, manning level, Scheme of Service, and SBDs
19 Sep 2023	Organisation structure and Scheme of Service approved by Ministry of Human Resources & Human Resources Management (MPS&HRM)
4 Oct 2023	PPDAA Board (3rd Ordinary Meeting) endorsed structure, Scheme, Establishment Level; approved two-stage recruitment (internal → external)
19 Oct 2023	Recruitment Committee constituted
23 Oct 2023	Nominal Roll of 53 staff positions for FY 2023/24 approved by MPS&HRM
6–14 Nov 2023	Internal job advertisements posted and applications received
8 Jan 2024	Shortlisting and interviews conducted by Recruitment Committee
13 Feb 2024	PPDAA Board (4th Ordinary Meeting) approved internal recruitment results; authorised external recruitment of 15 posts
1 Mar 2024	37 new staff (Annex 2) received provisional letters of appointment and assumed duties

As discussed above, the recruitment process was initially designed to be implemented in two phases. Phase 1 prioritized internal recruitment, with 37 staff successfully appointed and deployed. Phase 2 was intended to fill senior management positions (Directors and Deputy Directors) through external competition. However, during its 7th Meeting held on 7th March 2025 and continued on 28th March 2025, the PPDAA Board resolved to cancel Phase 2 recruitment. This decision was based on the lack of adequate applicants following changes introduced by the Ministry of Public Service and Human Resources Management to the approved Scheme of Service.

Specifically, the Ministry had revised the required years of experience upwards—from 8+ years to 20–25 years for Directors, and from 5+ years to 18–20 years for Deputy Directors. These requirements not only contradicted the approved Scheme of Service but also severely constrained the pool of eligible candidates. Consequently, the Board resolved that the recruitment process should be restarted using the qualification requirements stipulated in the approved Scheme of Service. However, this restart remains

subject to the concurrence and approval of the Ministry of Public Service and Human Resources Management

The approval of the Organisation Structure, Scheme of Service, Establishment Level, and subsequent recruitment of staff marked a critical milestone in operationalising the Authority. With 37 staff already in place and additional recruitment in progress, PPDAA has laid the foundation for a functional institution. The next priority, while awaiting second phase recruitment, will be capacity building to existing staff to strengthen the skills and competencies of staff, ensuring alignment with the Authority's mandate and fostering a culture of professionalism, integrity, and efficiency.

4.3.2 Provision of Working Facilities for the PPDAA

At its establishment in February 2023, the PPDAA faced significant challenges related to infrastructure and logistics, as it did not have dedicated office space, assets, or facilities. In the interim, the Authority operated from the offices of the former Public Procurement Policy Unit, with staff from that unit serving as the Interim Secretariat.

Substantial progress was made through support from the Public Financial Management Institutional Strengthening (PFMIS) Project, which enabled PPDAA to secure leased office space in Haigonya, Juba, opposite the World Bank Country Office. The three-year lease agreement runs from November 2023 to November 2026. In addition to the premises, the PFMIS Project has also provided essential office furniture, internet connectivity, and two vehicles to facilitate the Authority's operations. The Government of South Sudan has further allocated one vehicle for the use of the Executive Director. However, these three vehicles are not adequate to meet the Authority's transport requirements, particularly in supporting staff mobility and operational field activities. There is a pressing need for a minibus to cater for staff transport. Additional vehicles were supposed to be procured under the Government Establishment Fund for the Authority, but the required funds have not yet been released.

Another critical challenge has been the lack of ICT equipment for staff, which has hampered efficiency and slowed down the operationalization of key functions of the



Figure 8: PPDAA Offices at Haigonya Juba

Authority. Although these ICT requirements have now been procured and are awaiting delivery, the initial absence of computers and related systems created considerable difficulties in executing core regulatory and oversight responsibilities.

A key concern for the Authority remains the sustainability of office accommodation. At present, the World Bank–funded PFMIS Project is covering the cost of leased premises, but this support ends in November 2026. Thereafter, PPDAA will either need to assume full rental costs or secure a permanent facility.

To address the accommodation challenge, the African Development Bank (AfDB), through the Institutional Support Project for Strengthening Economic Governance (ISP-SEG), has committed support to PPDAA under Contract No. GRSS/AfDB/ISP/SVS/06 with Arch Forum Ltd. The consultancy, to be completed within seven months, covers site surveys, environmental and social impact assessments, architectural and engineering designs, and the preparation of confidential cost estimates and bidding documents for a modern headquarters complex to accommodate up to 154 staff. It must be emphasized, however, that AfDB financing is limited strictly to the design stage. Construction of the office complex is not covered under the current support and will depend on the cost estimates generated by the design consultancy, requiring separate mobilization of financing to implement the project.



Figure 9: Official Handover of the Site to the Consultants for the Design of the Proposed PPDAA Offices on 7th February 2025

While this initiative represents a major step toward sustainability, it is important to note that actual construction and completion of the office building — including the time needed to solicit and secure financing for construction — may take four to five years. This creates a potential gap between the end of PFMIS lease support in 2026 and the availability of permanent office premises. To safeguard PPDAA's operational continuity and credibility, there is therefore an urgent need for firm Government commitment to provide transitional accommodation support until the new headquarters is completed.

4.3.3 Capacity Building of Board Members

Building a functional public procurement and disposal of assets system is a complex and highly technical responsibility entrusted to the Board Members, the staff of the PPDAA, and the Procurement Officers serving in Procurement Units across PEs.

At the early stages of its establishment, PPDAA faced challenges due to limited practical experience in managing an autonomous regulatory institution, operating the national procurement system, and overseeing procurement and disposal processes.

To address these gaps, PPDAA itself initiated and implemented a series of institutional capacity-building and knowledge-sharing activities to strengthen both the Board and the Secretariat. These activities provided the foundation for the Authority to grow into an independent and competent regulator.

Key Activities Carried Out by PPDAA

- **Onboarding Workshop (28th –31st March 2023):** Introduced Board Members and the Interim Secretariat to the PPDAA Act 2018 and Regulations, with emphasis on the duties and responsibilities of the Authority. Tools for enhancing PPDAA's visibility—including the logo, vision, mission, and core values—were presented and later approved in the 2nd Board Meeting on 3rd March 2023. At the same meeting, the draft Public Procurement and Disposal of Assets Regulations were also adopted.
- **Workshop on Organizational Development (15th , 16th , and 19th June 2023):** Focused on the proposed organizational structure, manning levels, scheme of service, and Standard Bidding Documents (SBDs). Board Members were taken through the purpose and content of these instruments before approval. The Board approved the organizational structure, scheme of service, and manning levels during its 3rd Ordinary Meeting on 4th October 2023, paving the way for staff recruitment.

Benchmarking Visits (July–August 2023): PPDAA Board Members and staff undertook study visits as shown in **Table 5** to sister regulatory authorities in East Africa. The benchmarking missions provided lessons and practical recommendations for South Sudan's procurement reforms. The most critical lesson was that political will at the highest level of government is indispensable to drive reforms, safeguard PPDAA's legal independence, and ensure adequate budgetary

support. An executive summary of the Benchmarking Report is attached as **Annex 3**.



Figure 10: Group Photo of PPDAA Delegation with Staff of PPRA Tanzania during Benchmarking Visit to Tanzania

Table 5: Benchmarking Visits by PPDAA to East African Countries

Country	Date of Visits	Institutions Visited
Kenya	19–20 July 2023	1) Public Procurement Regulatory Authority of Kenya 2) Kenya Institute of Supply Management (KISM)
Uganda	31 July – 1 August 2023	3) Public Procurement and Disposal of Public Assets Authority of Uganda 4) The Institute of Procurement Professionals of Uganda (IPPU) 5) Public Procurement and Disposal of Public Assets Appeals Tribunal
Tanzania	3–4 August 2023	6) Public Procurement Policy Division (PPD) 7) Public Procurement Regulatory Authority (PPRA) 8) Procurement Supplies and Professional and Technician Board (PSPTB) 9) Public Procurement Appeals Authority (PPAA) 10) Government Procurement Services Agency (GPSA)

- **Participation in East African Procurement Forums (EAPF):**

At the **15th East African Procurement Forum (EAPF)** held in Bujumbura, Burundi from 4–6 December 2023, the PPDAA of South Sudan actively participated alongside other regional counterparts. As a newly established authority, PPDAA used the opportunity to benchmark South Sudan's procurement systems with regional best practices and to position itself within the East African Community's procurement agenda. The Forum adopted several resolutions aimed at strengthening transparency, efficiency, and harmonization of procurement systems. These included the development and enforcement of codes of ethics to enhance professionalism and accountability in procurement, institutional mechanisms to allow East African tenderers to compete domestically, regionally, and internationally, and the preparation of a framework to institutionalize the EAPF within the EAC Secretariat. Other key resolutions emphasized the implementation, monitoring, and reporting of Beneficial Ownership information in procurement processes, the development of Sustainable Public Procurement (SPP) action plans, the fast-tracking of e-Government Procurement (e-GP) systems with inclusivity for special groups, and the adoption of strategies to manage electronic waste within supply chains. Through its participation, PPDAA demonstrated commitment to these continental reforms while also gaining insights essential for strengthening procurement reforms in South Sudan.



Figure 11: Official opening of the 16th East African Procurement Forum (EAPF) on 9th September 2024 in Arusha International Conference Centre, Arusha, Tanzania. Standing in the Middle is the former Chairperson for Finance and Economic Planning of the Transitional National Legislative Assembly (TNLA), Hon Changkuoth Bichock; and the Chairman of PPDAA Board of Directors, Hon: Ayii Bol Akol

At the **16th EAPF** hosted in Arusha, Tanzania from 9–13 September 2024, PPDAA's profile within the regional procurement community grew significantly, culminating in South Sudan being unanimously selected to host the 17th Forum in Juba in 2025. This marked an important milestone in consolidating the Authority's visibility and leadership role within the region. The Forum reaffirmed many of the commitments made in the previous year while broadening the agenda to include critical implementation aspects. Resolutions adopted called on member states to enforce codes of ethics to strengthen integrity in procurement, institutionalize legal provisions that promote competition for EAC firms across markets, and advance the formal integration of the EAPF into the EAC Secretariat. Participants also resolved to strengthen Beneficial Ownership disclosure and monitoring as a tool for transparency, develop region-wide SPP implementation frameworks, and accelerate the roll-out of e-GP systems with inclusivity for special groups. Additionally, the Forum emphasized the need for clear strategies to address the challenge of e-waste in procurement and supply chains. The selection of PPDAA as host of the 17th EAPF was not only a recognition of its progress since establishment but also a call for South Sudan to demonstrate leadership in advancing transparency, sustainability, and accountability in public procurement across the East African region



Figure 12: Minister of Finance and Planning of Tanzania handing Over a Plaque to the Chairperson PPDAA South Sudan as the Official Host of 17th East African Procurement Forum

- **PPDAA Participation in the 4th APPN General Assembly**

The PPDAA actively participated in the 4th General Assembly of the African Public Procurement Network (APPN), held from 12–14 November 2024 at the Kigali Convention Centre, Rwanda. Themed "*Enhancing Sustainable Public Procurement for Africa's Economic Resilience*", the Assembly brought together procurement authorities, policymakers, development partners, and experts from across the continent to explore the role of sustainable public procurement (SPP) in advancing Africa's economic transformation.

Through its delegation, PPDAA contributed to knowledge sharing and peer learning on how public procurement can be used as a lever for promoting eco-friendly goods and services, including electric vehicles, low-emission supply chains, climate-resilient infrastructure, and energy-efficient housing. Participation in the Assembly exposed the Authority to global and continental best practices in sustainable procurement and reinforced the importance of integrating environmental, social, and economic sustainability into procurement systems.

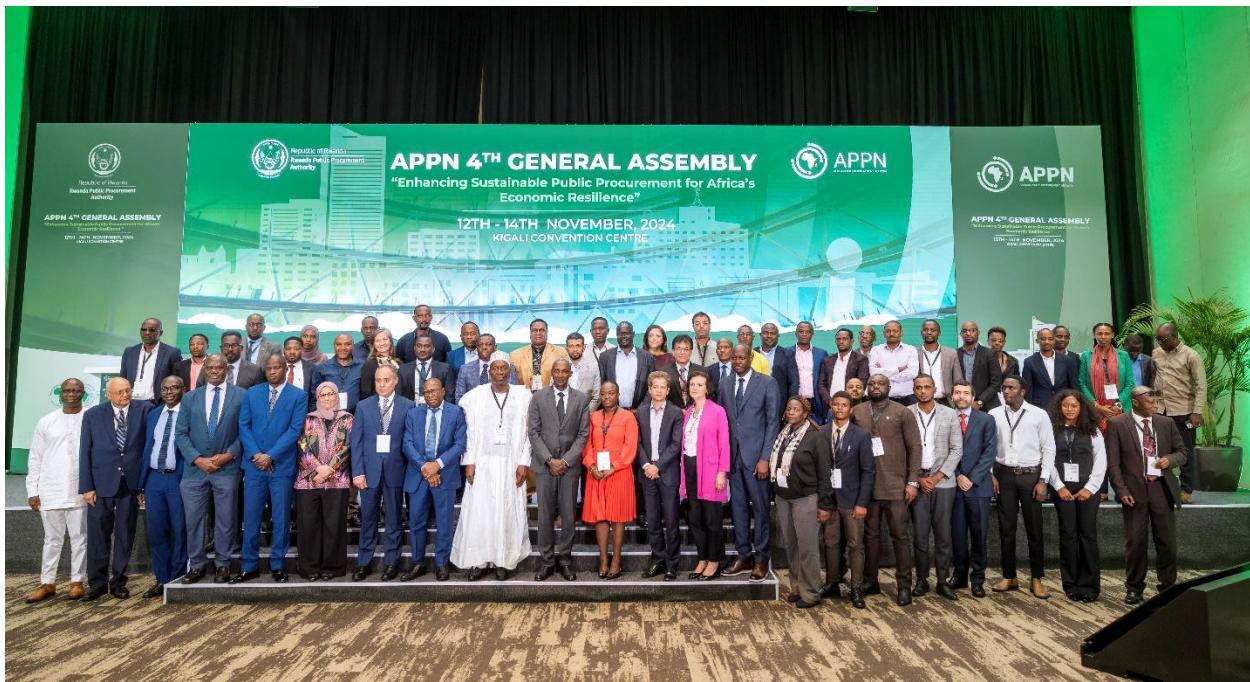


Figure13: Some participants at the fourth General Assembly of APPN in Kigali, November 12, 2024²

² Source <https://www.rppa.gov.rw/updates/appn-assembly-experts-hold-sustainable-public-procurement-to-spur-eco-friendly-innovation>

For South Sudan, PPDAA's involvement in this continental platform is timely. As the Authority consolidates its regulatory mandate and builds institutional systems with support from the Public Financial Management Institutional Strengthening (PFMIS) Project, the insights gained from the Assembly will inform ongoing reforms. These include the development of procurement policies that not only ensure compliance and transparency but also foster green growth, job creation, and resilience against climate challenges.

PPDAA also endorsed the APPN Action Plan for 2025–2027, which emphasizes staffing and equipping the Technical Secretariat, as well as adopting new financial and administrative manuals to strengthen accountability across member states. By aligning with these continental commitments, PPDAA reaffirmed its readiness to work with peer institutions, development partners, and the private sector to mainstream sustainability in procurement practices.

Overall, PPDAA's participation in the Assembly highlighted South Sudan's commitment to be part of Africa's collective effort toward greening public procurement systems, setting a benchmark for responsible consumption and production, and contributing to the achievement of sustainable development goals across the continent.

The sustained participation of PPDAA Board Members in both internal capacity-building and external regional engagements has been central to the Authority's institutional growth. The onboarding and organizational development workshops laid the foundation for understanding the PPDA Act, the organizational structure, and the regulatory tools required to operationalize the Authority. Benchmarking missions to Kenya, Uganda, and Tanzania equipped the Board with practical lessons on institutional independence, professionalism, and the critical role of political will in driving procurement reforms.

Regionally, the Board's involvement in the 15th and 16th East African Procurement Forums (EAPF) strengthened South Sudan's position within the EAC procurement community. These engagements enabled PPDAA to benchmark its systems, adopt key resolutions on ethics, beneficial ownership, e-GP, and sustainability, and ultimately secure the mandate to host the 17th EAPF in Juba in 2025—an affirmation of the Authority's growing credibility and leadership. Similarly, participation in the 4th General Assembly of the African Public Procurement Network (APPN) provided the Board with invaluable exposure to continental best practices in sustainable public procurement, further aligning PPDAA with Africa's broader agenda on transparency, accountability, and green economic growth.

In conclusion, these activities have not only strengthened the Board's technical knowledge and governance capacity but have also elevated PPDAA's visibility and influence at regional and continental levels. This enhanced capacity places the Board in a strong position to provide effective oversight, strategic direction, and policy leadership, ensuring that South Sudan's procurement system evolves into a transparent, accountable, and sustainable framework in line with regional and global standards.

4.3.4 Capacity Building of Staff

ESAMI Trainings

In addition to the benchmarking visits and participation in the East African Procurement Forums by senior PPDA staff, PPDA staff also benefited from targeted short-term training programs organized by the Eastern and Southern African Management Institute (ESAMI) as shown in **Table 6**. These programs were tailored to strengthen professional skills, deepen technical knowledge, and provide staff with practical tools necessary for effective execution of their duties.

By engaging staff beyond the leadership level, the ESAMI trainings ensured that capacity building cascaded throughout the organization. This broadened the Authority's institutional depth and created a stronger foundation for long-term sustainability.

Table 6: Participation of PPDA Staff in Short Courses

Names of Staff	Courses	Dates
1. Dominic Mangok Kuach 2. Joel Aloro Jama 3. Agutrial Machar Dakbai	ESAMI- Procurement fraud Audit and investigation	14 Oct - 25 Oct 2024, 2 week Lusaka Zambia
4. Panyar Majak Adut 5. Ajou Luol Deng 6. Mayen Amuom Bahon	ESAMI- Procurement of consultancy services	28 Oct-15 Nov 2024, 3 week Kampala Uganda
1. Chan Liol Agoth 2. Ahmed Kur Dau	ESAMI- ICT Infrastructure Management	11 th to 22 nd November 2024 ESAMI HQTRS, Arusha, TANZANIA
1. Malou Jacob Deng 2. Ajak Deng Ding 3. Ms. Bor sarah Alek 4. John machiek Kon	ESAMI - Integrated Financial Management Information System (IFMS): Implementation, Use and Control	18 th to 29 th November 2024 ESANI HQTRS, Arusha, TANZANIA
1. Martin Mabior Mawien 2. Simon Thakol Nyaun	ESAMI - Government Contracting	25 Nov - 13 Dec 2024 ESAMI. PRETORIA
1. Hon. Deng Akuei Kak	African Training Institute- Strategic Leadership in PFM and Reforms	9- 16 th December 2024, Dar-es-Salaam Tanzania

BUILDPROC Programme: Strengthening Procurement Capacity

The BUILDPROC Programme, jointly developed by ITCILO and IFAD, provides a structured certification pathway (M1–M3) that equips procurement officers and project managers with the knowledge, skills, and international credentials required to plan,

implement, and manage complex procurement processes in agriculture and rural development projects. It emphasizes good governance, effective procurement practices, sustainable approaches, and advanced contract management, thereby contributing directly to institutional capacity building and professionalization of procurement functions.

During the year, four staff members of PPDAA — [Mr. Agutrial Machar Dakbai, Mr. Pnyar Majak Adut, Mr. Ajou Luol Deng and Mr. Aloro Joel Jamma] — successfully completed all three modules (M1, M2, and M3) of the BUILDPROC Programme, demonstrating their commitment to professional growth and excellence. Through this pathway, they acquired strong foundations in procurement principles (M1), advanced their practical expertise in procurement planning, bid evaluation, contract management, and preparation of bidding documents (M2), and gained specialization in sustainable procurement, e-procurement, and IFAD's Social, Environmental and Climate Assessment Procedures (SECAP) (M3).

This achievement not only enhances the individual competencies of PPDAA staff but also strengthens the Authority's institutional capacity to regulate, oversee, and guide public procurement processes in South Sudan. With internationally recognized certification, PPDAA is building a cadre of professionals capable of managing complex procurement challenges and contributing to the long-term credibility and sustainability of procurement reforms, while also preparing a pipeline for future participation in the BUILDPROC Diploma Programme.

Key Benefits to PPDAA

Enhanced Technical Expertise: Through ESAMI short courses and the BUILDPROC certifications, PPDAA staff acquired advanced skills in procurement audit and investigations, consultancy services procurement, ICT infrastructure management, IFMS operations, government contracting, and strategic leadership. In parallel, the BUILDPROC pathway provided internationally recognized certification in procurement fundamentals (M1), effective processes (M2), and advanced contract and sustainability practices (M3). Together, these trainings broadened technical knowledge across critical areas of procurement and public financial management.

Improved Staff Performance: Staff who benefitted from both regional ESAMI trainings and BUILDPROC modules have been exposed to enhanced technical knowledge and international certification opportunities. While tangible improvements in performance are still at an early stage, these trainings are expected to progressively strengthen staff competence and confidence in handling complex procurement assignments, thereby laying the groundwork for higher quality support to Procuring Entities, better compliance with the law, and more effective contract management over time.

Institutional Continuity and Depth: By engaging staff beyond senior leadership, the programmes have ensured that institutional knowledge cascades across multiple levels of the Authority. This reduces overreliance on a few

individuals, builds a deeper bench of qualified professionals, and safeguards institutional memory for long-term sustainability.

Motivation, Recognition, and Retention: Access to international and regional certification opportunities has significantly boosted staff morale and professional commitment. The achievement of four PPDAA staff completing all three BUILDPROC modules, coupled with the exposure of others to ESAMI's specialized short courses, fosters pride, recognition, and loyalty, helping the Authority retain a skilled and motivated workforce during its formative years.

Regional and International Benchmarking: ESAMI trainings exposed PPDAA staff to regional best practices across East and Southern Africa, while BUILDPROC certifications connected them with global procurement networks through ITCILO and IFAD. This dual exposure positions PPDAA to benchmark its practices against both regional peers and international standards, reinforcing credibility and alignment with global procurement reforms.

Through these combined capacity-building initiatives, PPDAA is steadily professionalizing its workforce. Both leadership and technical staff are now better equipped to contribute effectively to the Authority's mandate of fostering a transparent, accountable, and efficient public procurement system in South Sudan.

4.3.5 Ensuring the Visibility of PPDAA

Since its establishment, the Public Procurement and Disposal of Assets Authority (PPDAA) has prioritized building visibility and credibility as South Sudan's national regulatory body for public procurement. By actively participating in high-level policy, technical, and sectoral events, the Authority has strengthened its legitimacy, created awareness of its mandate, and fostered confidence among stakeholders.

Key Events Showcasing PPDAA's Role

- **Public Financial Management (PFM) Technical Committee (6 June 2023) and Oversight Committee (22 June 2023):** PPDAA presented on its establishment and initial Work Plans, formally positioning itself within the national PFM reform architecture.
- **PFM Accountability Workshop for Public Accounting Officials of the National Government (12–14 July 2023):** PPDAA delivered presentations on ongoing procurement reforms and its institutional role, demonstrating its centrality in the implementation of government reforms.
- **IFAD Procurement Training (5–7 March 2024):** PPDAA presented on its establishment and forthcoming priorities. As a result, the Authority secured sponsorship from IFAD for five staff members to join the IFAD BUILDPROC Training Programme (Modules M1, M2, and M3). This included online tutor-led sessions and blended face-to-face learning, directly expanding staff capacity. Four

staff completed as discussed above completed all the three Modules successfully thus increasing the pool of PPDAA Staff with knowledge on Donor Funded Project Procurement.

- **6th EACO Regional E-Waste Workshop (11 March 2024):** Under the theme "*Sustainable Strategies for E-Waste Management in South Sudan and the EAC Region: A Holistic Approach*", PPDAA presented a paper on "*The Role of PPDAA in E-Waste Management*." This broadened the Authority's profile beyond procurement into environmental and sustainability discussions at the regional level.
- **Budget Preparation Workshop for FY 2024/25 (8–10 July 2024):** PPDAA addressed all MDAs on public procurement procedures as set out under the PPDA Act 2018 and its Regulations, reinforcing its role as the regulator and guiding MDAs on compliance with the law.

Through these engagements, PPDAA benefitted as follows:

- **Enhanced Institutional Visibility:** Stakeholders across government and development partners gained clearer understanding of the Authority's existence and mandate.
- **Built Credibility and Legitimacy:** By contributing substantively to technical and policy discussions, PPDAA established itself as a credible actor in the PFM reform landscape.
- **Mobilized Support and Partnerships:** Opportunities such as the IFAD sponsorship demonstrated how visibility can translate into concrete support for institutional strengthening.
- **Fostered Compliance and Buy-In:** Regular interaction with MDAs and other actors encouraged adherence to procurement laws and built trust in the Authority's regulatory role.

Overall, these activities laid a solid foundation for PPDAA to entrench its legitimacy, secure stakeholder cooperation, and advance its reform agenda in South Sudan's procurement system.

4.4 Capacity Building of Stakeholders

4.4.1 Accounting Officers Meetings

Following the establishment of the Public Procurement and Disposal of Assets Authority (PPDAA) and the inauguration of its Governance Board in March 2023, the Authority embarked on the task of guiding and monitoring public procurement and disposal of assets in South Sudan. With support from the Public Financial Management Institutional Strengthening (PFMIS) Project under Component 2.3 – Strengthening Public Procurement, PPDAA was tasked to promote compliance with the Public Procurement and

Disposal of Assets Act, 2018 and to drive reforms aimed at improving transparency and accountability in procurement systems.

During the PFMIS Implementation Support Mission in May 2023, concerns were raised regarding the slow pace at which Procuring Entities were establishing Procurement Units and Procurement Committees. Recognizing the pivotal role played by Accounting Officers in driving reforms within their respective institutions, the PPDAA Governance Board resolved to engage them directly through a series of working meetings. The objective was to create a common understanding of the Authority's mandate, clarify the legal responsibilities of Accounting Officers, and issue directives for establishing the required structures to operationalize the 2018 Act.



Figure 14: Group Photo With Accounting Officers during a Meeting on 10th June 2025

The first phase of these engagements was held in June 2023 with central government institutions. On 20th June 2023, Accounting Officers of Line Ministries convened at the Imperial Plaza Hotel in Juba, followed two days later, on 22nd June 2023, by a meeting with Accounting Officers of Agencies. In both sessions, PPDAA Board Members emphasized the importance of compliance with the law, highlighted the consequences of non-compliance, and urged Accounting Officers to provide leadership in establishing Procurement Units and Committees within their entities. These meetings marked the beginning of structured dialogue between PPDAA and senior officials of central government, laying a foundation for embedding compliance and accountability in procurement processes.

Building on this momentum, PPDAA extended the engagement to the sub-national level. On 26th August 2024, the Authority convened a working meeting with Accounting Officers of States and Administrative Areas, represented by the Directors General of Finance and

Planning. This session, also held in Juba, broadened the reach of procurement reforms beyond central government and addressed the unique challenges faced by state-level entities, including capacity constraints and logistical difficulties. To facilitate participation, PPDAA organized travel and provided Daily Subsistence Allowances (DSAs) for the Accounting Officers, ensuring inclusivity and reinforcing its commitment to nationwide coverage of procurement reforms.

2



Figure 15: Group Photo of Accounting Officers of States and Special Administrative Area on 26th August 2024

Together, these meetings demonstrated a phased but deliberate strategy by PPDAA to build a unified and transparent procurement framework across all tiers of government. By directly engaging Accounting Officers—both at the central and sub-national levels—the Authority underscored their critical role as custodians of compliance with the Public Procurement and Disposal of Assets Act, 2018. The process not only strengthened awareness and ownership of reforms but also laid the groundwork for improved transparency, accountability, and efficiency in the management of public procurement and disposal of assets in South Sudan.

4.4.2 Capacity Building of Members of Procurement Committees;

Preparation of Training Materials

As part of its mandate to build the capacity of Procuring Entities (PEs), the PPDA prepared materials for Dissemination Workshops. The materials were structured into nine modules derived from the Public Procurement and Disposal of Assets Act, 2018, the draft Procurement Regulations, 2024, and the Standard Bidding Documents. The Training Modules are shown in **Table 7**.

Table 7: Developed Training Modules

Module No.	Module Title	Module Objectives
1	Introduction to Public Procurement and Disposal of Public Assets – General Principles and Practices	Places public procurement and disposal in context by explaining its meaning, strategic importance, governing principles, and the legal and regulatory framework in South Sudan.
2	Internal Setup of Public Bodies with Respect to Procurement and Disposal Functions	Strengthens participants' understanding of institutional arrangements within Procuring Entities, outlining structures, roles, and responsibilities for managing procurement and disposal functions.
3	Basic Principles of Procurement Planning	Highlights the importance of procurement and disposal planning to ensure efficiency and to prevent delays in the procurement cycle.
4	Methods of Procurement and Emergency Procurement	Explains the various procurement methods applicable to works, goods, consultancy, and non-consultancy services. It also clarifies when each method is appropriate and the procedures for handling emergency procurement.
5	Procurement Process for Goods, Works, and Non-Consultancy Services	Provides guidance on selection and contracting of suppliers, contractors, and service providers in accordance with the PPDA Act and Regulations. It builds skills in preparing bidding documents, inviting bids, conducting evaluations, and awarding contracts.
6	Procurement of Consultancy Services	Offers guidance on selection and engagement of consultants, focusing on proposal preparation, invitation, evaluation, and contract award, in compliance with the PPDA framework.
7	Management of Procurement Contracts	Strengthens capacity in contract management, ensuring that Procuring Entities secure value for money while adhering to PPDA procedures and international best practices.

8	Monitoring of Procurement and Records Keeping	Enhances understanding of compliance monitoring requirements under the PPDA Act and Regulations and emphasizes proper record management.
9	Asset Management and Disposal	Provides guidance on effective management of acquired assets to reduce losses, ensure optimal use, and properly dispose of assets at the end of their useful life.

These modules serve as core reference materials for dissemination and training initiatives and were applied in workshops to members of Procurement Committees (PCs) within Ministries, Departments, and Agencies (MDAs). The workshops aimed to equip PCs with the knowledge and skills necessary to manage procurement and disposal processes in compliance with the PPDA framework.

Conduct of Dissemination Workshops

With the support of the Public Financial Management Institutional Strengthening (PFMIS) Project, the Public Procurement and Disposal of Assets Authority (PPDAA) organized seven dissemination workshops between December 2023 and February 2025 targeting members of established Procurement Committees and Units. The purpose was to equip participants with knowledge on the Regulations and Standard Bidding Documents (SBDs) to strengthen their capacity to carry out procurement and disposal processes in line with the national legal framework.

As summarized in **Table 8**, the workshops were held in Juba, Torit and Wau, each lasting five days and covering nine training modules including procurement principles, planning, procurement methods, procurement of goods and services, consultancy services, contract management, records keeping, and asset disposal as discussed above. A total of 306 participants, as shown in **Annex 5**, took part, comprising 242 staff from Procuring Entities and 64 staff and Board Members from PPDAA.



Figure 16: A Cross Section of Participants Attending MDAs Dissemination Workshop (W1) at Imperial Plaza and (W3) at Regency Hotel

Table 8: Dissemination Workshops Carried out by the PPDAA

Workshop No	Dates	Venue	No. of Staff	No. of PEs	No. of PPDAA Staff and Board Members
W1.	11 th to 15 th Dec. 2023	Imperial Plaza Hotel Juba	34		11
W2.	22 nd to 26 th Jan. 2024		35		10
W3.	22 nd to 26 th Apr. 2024	Regency Hotel Juba	29		12
W4.	6 th to 10 th May 2024		36		9
W5	19 th to 23 rd August 2024		35		12
W6	3 rd to 7 th February 2025	Trust Guest House Torit	29		5
W7	24 to 28 th February 2025	Sarab Hotel Wau	44		5

The workshops were facilitated by PPDAA technical staff with support from the Technical Advisor – Procurement. At the conclusion of each session, participants were awarded Certificates of Participation, a gesture which not only recognized the successful completion of the training but also enhanced the visibility and credibility of the Authority among Procuring Entities across South Sudan. The outreach to Torit and Wau further demonstrated PPDAA's commitment to decentralized capacity building beyond Juba.

Overall, the dissemination workshops supported through the PFMIS Project successfully contributed to embedding the new procurement framework within government institutions. By training over 300 participants and strengthening Procurement Committees and Units, the initiative has laid a solid foundation for improved compliance, transparency and efficiency in public procurement, while creating momentum for further capacity building, monitoring and follow-up support.



Figure 17: A Cross Section of Participants Attending States Dissemination Workshop (W7) at Wau

4.4.4 Business Community Outreach Seminars

The Public Procurement and Disposal of Assets Authority (PPDAA) has continued to strengthen engagement with the business community through Business Outreach Seminars aimed at enhancing participation in public procurement opportunities in South Sudan. The first of these seminars was held on 3rd December 2024 at Palm Africa Hotel, Juba, jointly organized with the World Bank and financed under the South Sudan Multi-Donor Transition Trust Fund.

This seminar targeted the private sector, civil society, non-governmental organizations, and government ministries, departments, and agencies (MDAs) implementing World Bank-financed projects. Its key objectives were to provide details of the World Bank's South Sudan portfolio, explain procurement rules and procedures of both the Government of South Sudan and the World Bank, offer tips for preparing responsive bids and proposals, and present mechanisms for handling bidders' complaints. The event also provided a feedback platform where MDAs shared observations on the responsiveness and quality of bids received, enabling businesses to learn and improve future submissions.



Figure 18: A Cross Section of Participants Attending Business Outreach Seminar

Building on the momentum, PPDAA organized a second set of Business Outreach Seminars on 4th and 5th June 2025 at Grand Hotel, Juba, financed through the Public Financial Management Institutional Strengthening (PFMIS) Project under Sub-Component 2.3. Unlike the first seminar, which focused largely on donor-financed projects, the June 2025 seminars were directed at enhancing participation in procurement opportunities within the national framework. The objectives included explaining the procurement rules and procedures of the Government of South Sudan, demonstrating how businesses can register with PPDAA in line with the PPDA Act 2018 and the PPDA Regulations 2024, and outlining mechanisms for handling bidders' complaints. These sessions were intended to ensure that the business community understood the national registration requirements for eligibility to compete in public procurement, thereby promoting inclusivity and broadening participation in government tenders.

Together, the two initiatives reflect PPDAA's dual approach: on the one hand, helping businesses tap into opportunities under World Bank and donor-financed projects, and on the other, building the capacity of the private sector to engage with South Sudan's own procurement system. This combined effort underscores PPDAA's commitment to transparency, fair competition, and strengthening the role of the private sector in supporting the country's economic growth.

4.5 Advisory Services

The PPDAA has the legal mandate under the Public Procurement and Disposal of Assets Act, 2018 to regulate, oversee, and provide advisory services to Procuring Entities (PEs) on all matters relating to public procurement and disposal of assets. Specifically, Section 8(1)(i) of the Act empowers the Authority to issue guidelines and provide advice to Government, Procuring Entities, and other stakeholders on the proper application of the law and sound procurement practices.

During the Financial Year 2024/25, the Authority's advisory services were largely shaped by the Ministerial Circular RSS/MOFP/J/M/06/2024/07 of 11 June 2024 on the Issuance of Letters of No Objection (LNOs) for procurement and disposal of assets carried out by Procuring Entities. The Circular was intended to fill the lacuna created by the establishment of PPDAA and the simultaneous abolition of the former Public Procurement Policy Unit in the Ministry of Finance, which had previously exercised procurement oversight functions. In this context, PPDAA assumed responsibility for reviewing and issuing LNOs as an interim oversight measure pending the promulgation of the Procurement and Disposal of Assets Regulations and the full operationalization of the national procurement system.

In addition to issuing LNOs, the Authority's advisory work focused on guiding Accounting Officers in Ministries, Departments, Agencies (MDAs), and State Governments on the formation and operationalization of Procurement Committees in compliance with the PPDAA Act 2018. Through technical advice and direct engagement, PPDAA clarified the statutory responsibilities of Accounting Officers, strengthened adherence to the law, and laid the groundwork for transparent, accountable, and efficient procurement practices.

With the promulgation of the Regulations, the issuance of LNOs was discontinued, as the comprehensive regulatory framework provides a clear basis for procurement oversight. **Currently, no Procuring Entity is required to seek Letters of No Objection. All procurement processes conclude with the Accounting Officer, acting in accordance with the approved budget and following the advice and recommendations of the Procurement Committee.**

In ensuring compliance, Accounting Officers are obliged to adhere to Section 56 of the PPDAA Act 2018, which governs the initiation of public procurement and disposal of assets and confirmation of funding. This section requires that:

- All requirements must be properly documented before the commencement of procurement or disposal;
- Procurement and disposal processes can only be initiated or continued after confirming that full funding is available or will be available at the time of contract commitment, in line with procedures set by the Ministry of Finance and Planning;
- All requirements must be approved by the Accounting Officer or authorized officer prior to commencement; and

- Any procurement or disposal process initiated contrary to this section shall be null and void.

Accordingly, Accounting Officers may be required to confirm availability of funds with the Ministry of Finance and Planning before initiating or approving procurement.

Overall, advisory services in FY 2024/25 were centered on guiding Procuring Entities through this transition—from interim oversight through LNOs to the current system where Accounting Officers, guided by Procurement Committees and the legal framework under Section 56, bear ultimate responsibility for ensuring compliance and accountability.

4.6 Enforcement of Compliance in Public Procurement

The PPDAA Act 2018 provides the Authority with a strong mandate to enforce compliance with public procurement and disposal laws and procedures. Specifically:

- **Section 8(1)(a):** formulate policies and standards on public procurement and disposal of assets and ensure compliance by all parties to procurement and disposal processes;
- **Section 8(1)(c):** monitor and report on the performance of the public procurement and disposal system in South Sudan and advise on desirable changes;
- **Section 8(1)(l):** conduct periodic review and inspections of the records and proceedings of Procuring Entities to ensure full and correct application of the Act;
- **Section 8(1)(k):** maintain a register of providers of supplies, works and services; and
- **Section 8(1)(t):** administer and enforce compliance with all the provisions and the regulations made under this Act.

These provisions empower PPDAA to ensure compliance through monitoring, inspections, reporting, investigation of complaints, debarment of non-compliant firms and individuals, and registration of providers.

However, during FY 2024/25 no full enforcement activities were carried out, since the Public Procurement and Disposal of Assets System was still in the process of being set up and operationalized. The main compliance-related efforts focused on:

- **Follow-ups with Accounting Officers** of MDAs and State Governments to ensure Procurement Committees were constituted and their members attended dissemination workshops;
- **Accounting Officers' Meeting (June 2025):** used to reinforce compliance obligations, particularly the formation of Procurement Committees, the preparation and publication of Annual Procurement Plans, and the mandatory disclosure of tender opportunities and contract awards in the Tender Portal;
- **Business Outreach Seminars (June 2025):** targeted at the private sector and civil society to promote compliance with provider registration requirements, and to

sensitize participants accessing procurement information through the Tender Portal; and

- **Push for Provider Registration:** encouraging suppliers, contractors, and consultants to register with PPDAA in accordance with Section 8(1)(k), as a prerequisite for participating in public procurement opportunities.

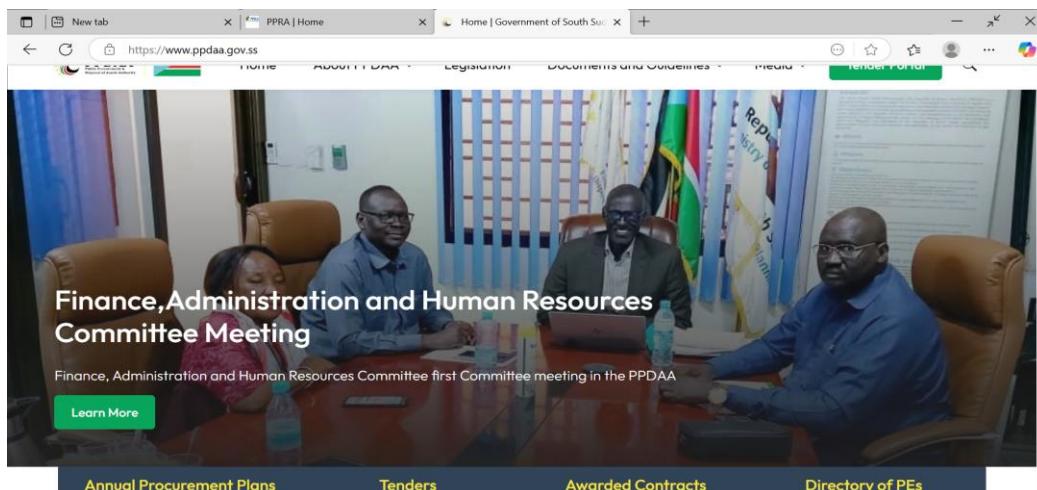
These compliance-promotion activities served as **interim measures** while awaiting the promulgation of Regulations, ensuring that both Procuring Entities and private sector providers were gradually aligned with the requirements of the PPDAA Act 2018.

4.7 Operationalization of e-procurement systems

The operationalization of e-procurement systems by the Public Procurement and Disposal of Assets Authority (PPDAA) is firmly grounded in the legal mandate provided under Section 8 of the PPDA Act, 2018. The Authority is required to formulate policies and standards and ensure compliance by all parties to the procurement process, issue standardized bidding documents, procedural forms, regulations and guidelines, maintain a register of providers, and organize a system for the publication of procurement opportunities, awards and other information of public interest. It is also mandated to monitor and report on the performance of the procurement system, advise on necessary changes, and enforce compliance with the provisions of the Act.

In fulfilment of these functions, PPDAA has developed and operationalized three key digital platforms: the official website, the tender portal, and the provider registration system.

- **The website-** www.ppdcaa.gov.ss provides a central hub for information, giving Procuring Entities, providers, and the public access to the PPDA Act, Regulations, Standard bidding documents, Guidelines, Procedural Forms and procurement and disposal of assets events/information.



- **The tender portal** - <https://tenderportal.ppdaa.gov.ss> enables the publication of annual procurement plans, tender opportunities, and contract awards, thereby creating a transparent system for the dissemination of procurement data.

- **The provider registration system** - <https://tenderportal.ppdaa.gov.ss/form/provider-registration> establishes and maintains a register of suppliers, contractors, and consultants, simplifying pre-qualification processes, enhancing accountability in contract awards, and providing the Authority with reliable data for monitoring and policy reform.

These systems have already demonstrated clear benefits in terms of transparency, efficiency, compliance, inclusivity, and monitoring. However, despite this progress, much remains to be done. At present, no PEs are submitting procurement plans, tender opportunities, or contract awards for publication in the tender portal. This is largely due to implementation challenges surrounding the 2024/25 national budget and the delayed approval of the 2025/26 budget, which have stalled procurement activity across government. Similarly, providers have little incentive to register in the PPDAA system since there are no procurement opportunities currently being advertised. This has slowed the anticipated impact of the registration system, particularly in widening participation by the Small and Medium Enterprises (SMEs).

The Authority recognizes these challenges and is preparing to intensify follow-up and enforcement once the 2025/26 budget is approved. Targeted compliance measures will be pursued to ensure that PEs begin submitting procurement plans and opportunities for publication in the tender portal. Parallel efforts will focus on creating incentives for providers to register by linking registration to the advertised opportunities, thereby ensuring that the system functions as intended. With stronger follow-up and consistent enforcement, the Authority expects the digital platforms to become central tools for transparency, accountability, and efficiency in public procurement.

Overall, while the operationalization of the website, tender portal, and provider registration system represents a milestone achievement, their full potential will only be realized once compliance by PEs Entities is secured and providers are encouraged to engage actively. This will mark a decisive step in delivering on the Authority's mandate and embedding a culture of openness, efficiency, and fairness in South Sudan's procurement system.

4.8 PFMIS Project Support to Sub-component 2.3: Strengthening Public Procurement

The achievements recorded under this Performance Review owe substantially to the support received from the Public Financial Management and Institutional Strengthening (PFMIS) Project, financed by the World Bank/IDA. The Project earmarked **US\$ 6.5 million³** for Sub-component 2.3 with the objective of strengthening South Sudan's public procurement and asset disposal system through operationalization of the Public Procurement and Disposal of Assets Authority (PPDAA) in line with the PPDA Act, 2018.

The support has been both institutional and operational. On the institutional side, the Project financed technical advisory services, review and redesign of the PPDAA organizational structure, recruitment of core staff, and regional benchmarking missions that built institutional credibility. Capacity-building efforts were carried out directly by the Technical Advisor (procurement), while preparations are now underway to recruit an

³ The earmarked amount of US\$ 6.5 million was at the inception of the Project. However, due to the low absorption rate of funds and shifting priorities during implementation—particularly in relation to interventions on the electronic Government Procurement (e-GP) system—the actual resources made available to Sub-component 2.3 may be reduced.

international training institution to provide structured twinning arrangements in the next phase. These interventions have directly underpinned sections 4.3 (Strengthening of the Authority) and 4.4 (Capacity Building of Stakeholders).

Operationally, the Project has enabled PPDAA to secure leased office premises (November 2023–November 2026), procure furniture, ICT equipment, vehicles, and internet services that allowed the Authority to function as an independent regulator. It also funded nationwide dissemination workshops on the PPDA Act, Regulations, and Standard Bidding Documents; sensitization of Accounting Officers; and outreach to the business community and Parliament.

In terms of modernization, the Project has supported the reactivation of the PPDAA website, the launch of the national tender portal, and the development of the online supplier registration system. While the initial design had included a feasibility study for a fully-fledged electronic government procurement (e-GP) system, this has since been dropped. The current priority is to mature the tender portal and online provider registration platforms to full operational capacity before embarking on a broader e-procurement roll-out. This phased approach reflects both financial realities and the need to consolidate institutional capacity before transitioning to a complex digital system.

Lessons Learned

- **Phased Digitalization Works Best:** Rather than overstressing limited resources, the strategic decision to drop the e-GP feasibility study and first consolidate the tender portal and online provider registration ensures a realistic and manageable reform path.
- **Absorption Capacity Matters:** Demonstrating rapid and effective use of earmarked funds is essential to prevent re-allocation to other PFMIS sub-components.
- **Sustainability is Key:** Reliance on donor support for recurrent costs such as office accommodation poses risks. Government commitment to bridge future gaps is indispensable.

4.9 African Development Bank (AfDB) Support to PPDAA

The African Development Bank (AfDB), through the *Institutional Support Project for Strengthening Economic Governance (ISP-SEG) in South Sudan*, has played a critical role in supporting the PPDAA.

Support for the Permanent Headquarters Building

A flagship component of AfDB's support is the design review and preparation of tender documentation for the Authority's permanent headquarters building. The consultancy includes updating of architectural designs, preparation of specifications, Bills of Quantities (BoQ), and an Environmental and Social Impact Assessment (ESIA). This initiative is a cornerstone for ensuring that PPDAA transitions from leased offices into a modern,

purpose-built headquarters that will safeguard its independence and institutional sustainability.

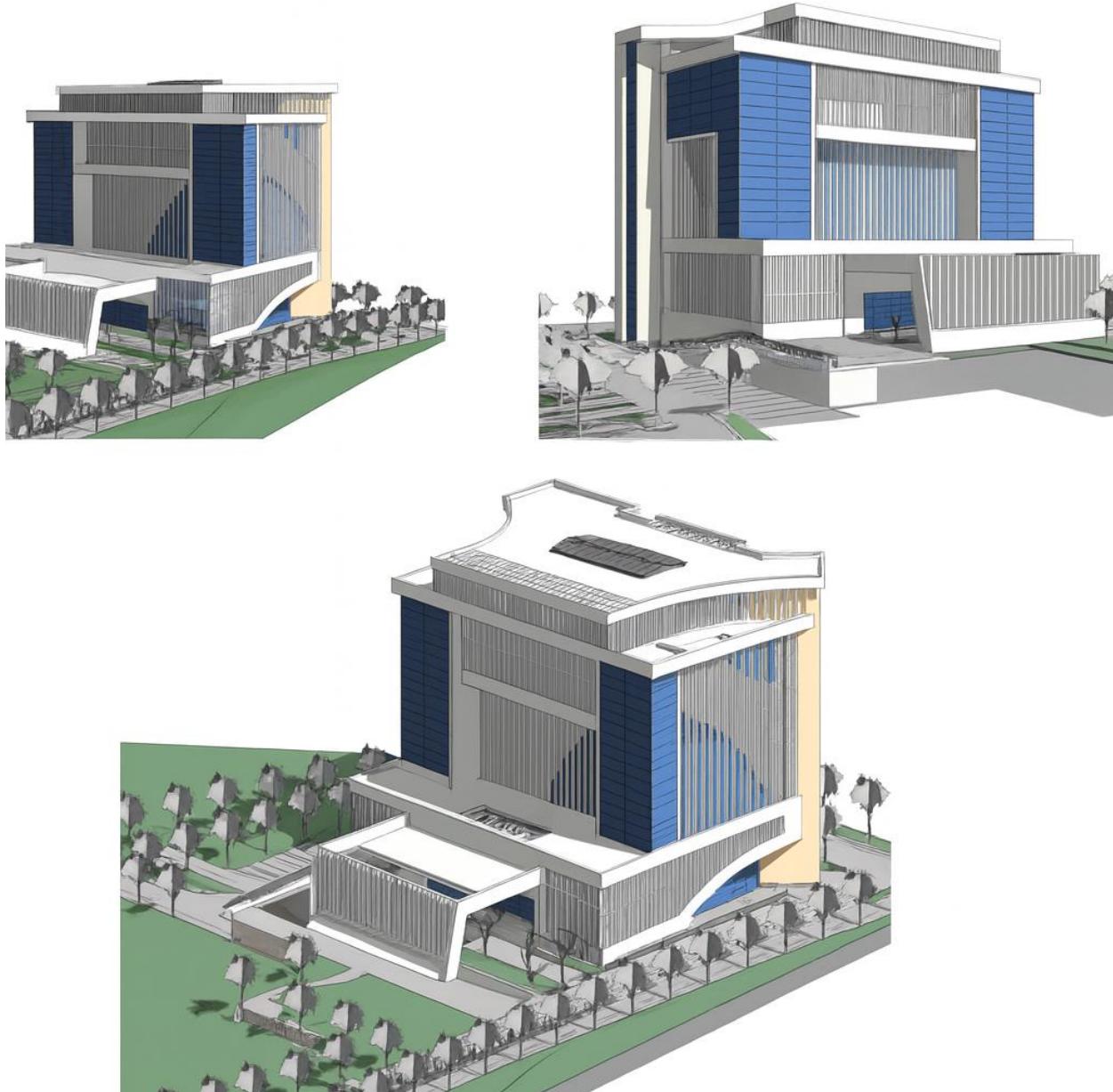


Figure 19: Architectural Impression of Preferred Concept Design for PPDAA Office Building

The activity was initially budgeted at UA 60,150, but procurement resulted in a final contract value of USD 265,967. To meet this higher cost, AfDB and PPDAA agreed to reallocate funds originally earmarked for capacity-building activities under ISP-SEG. The reallocation, formally endorsed in November 2024, demonstrates the strong priority attached to securing the Authority's future home.

Loss of Capacity-Building Funds and Future Needs

While this reallocation allowed the design contract to proceed, it effectively wiped out the allocation for staff training and capacity-building. As a result, PPDAA staff will miss opportunities to enhance their technical and regulatory skills under the current project. This gap underscores the urgent need for AfDB and other development partners to provide additional resources dedicated to staff training in order to build the human capital required to operationalize the PPDA Act, 2018, and strengthen procurement governance in South Sudan.

Importance of Financing Construction

Equally critical is the need for AfDB to finance the construction of the permanent headquarters once the design work is completed. Without follow-on funding for actual construction, the substantial resources already committed to design, specifications, and BoQs risk becoming wasted investments. The building is not only a physical asset but also a symbol of institutional permanence, credibility, and independence. Securing construction financing will ensure that the gains made under ISP-SEG translate into a tangible and lasting foundation for procurement reform in South Sudan.

Strategic Impact

AfDB's intervention represents an important step in the institutional strengthening of PPDAA. To maximize its impact, future AfDB support should:

- **Restore and expand capacity-building funds** to ensure staff can acquire the technical expertise needed for effective regulation, monitoring, and advisory services.
- **Secure financing for construction of the PPDAA headquarters**, to protect the value of the design investment and deliver a long-term institutional home for the Authority.
- Combine infrastructure development with human capital investment, thereby ensuring that PPDAA has both the facilities and the skills to execute its mandate effectively.

4.10 Financial performance of the Authority

For the Financial Year 2024/25, the Authority was allocated SSP 3.062 billion in the national budget. However, the actual disbursement from the Bank of South Sudan amounted to SSP 842,431,350 representing just about 38% of the approved budget.

All the funds disbursed during the year were fully utilized, with expenditures covering payment of Government Share of Office Rent (SSP 238,302,540 million equivalent to USD 216,000) allowances for staff and board members, operational services, utilities, recruitment processes, and other administrative obligations.. **Table 9** Summarizes the Financial Information for the Authority

The variance between the approved budget (SSP 3.062 billion) and the actual disbursed and spent amount (SSP 842.4 million) reflects the underfunding challenge faced by the Authority. Despite this constraint, the available funds were managed prudently and directed towards the most pressing operational priorities.

This performance highlights the need for improved cash release mechanisms and timely disbursement of budgeted resources to ensure the Authority can fully implement its mandate.

Table 9: Financial Performance of PPDAA FY 2024/25

Item	Amount in SSP	% Centage
Approved National Budget (FY 2024/25)	3,062,805,000	
Total Cash Disbursed	842,431,350	27.5%
Total Expenditure	842,431,350	
Un-utilized Funds (Disbursed)	0	
Funding Gap (Approved vs. Disbursed)	2,220,373,650	72.5%

PFMIS Budget Performance for Sub-component 2.3

Under the Public Financial Management Institutional Strengthening (PFMIS) Project, Sub-component 2.3 was allocated a total budget of USD 2.817 million in FY 2023/24 and USD 1.559 million in FY 2024/25. This brought the cumulative approved budget to USD 4.376 million for the two-year period.

By the end of June 2025, the cumulative expenditure under this sub-component stood at USD 1.225 million. This represents a low absorption rate compared to the approved budget. The under-performance is attributed to the following factors:

- **Delayed approval of Regulations** – The Public Procurement and Disposal of Assets Regulations were only approved and signed in October 2024. This delayed the full operationalization of the procurement and disposal of assets system, meaning that some project-financed activities could not be undertaken on schedule.
- **Delayed procurement of consultants for capacity building under twinning arrangements** – Capacity-building initiatives, including international twinning arrangements, were not implemented as planned. Although preparatory steps were taken, delays in procuring the required consultants stalled the disbursement of funds earmarked for these activities.

- **Delayed recruitment of PPDAA staff (particularly Phase 2)** – While Phase 1 recruitment was completed with 37 staff deployed, Phase 2 recruitment of senior staff was cancelled by the Board in March 2025 due to conflicting qualification requirements. This constrained institutional absorption capacity and slowed down implementation of activities budgeted under the PFMIS Project.

The combination of these delays has resulted in substantial under-spending against the approved budget for Sub-component 2.3. Moving forward, timely resolution of recruitment challenges, accelerated procurement of consultants for capacity building, and continued enforcement of the approved regulatory framework will be critical for improving budget absorption and ensuring that the earmarked allocation to sub-component 2.3-strengthening public procurement, is fully utilized before the Project closes, avoiding the risk of re-allocation to other components.

5.0 PERFORMANCE REVIEW OF PROCURING ENTITIES

5.1 Introduction

This chapter presents a review of the performance of Procuring Entities (PEs) in complying with the Public Procurement and Disposal of Assets Act, 2018, and its Regulations. The review is intended to assess the extent to which PEs have complied with statutory obligations through audits, investigations, and complaints review carried out by PPDAA.

For the Financial Year 2024/25, these oversight activities were not conducted as the Authority prioritized its own institutional strengthening and lacked both an approved audit tool and sufficient capacity. Nevertheless, one notable performance achievement by PEs was the formation of Procurement Committees, which is a statutory requirement under Section 24 of the PPDAA Act.

In addition, the 8th Governors' Forum (November–December 2024) issued binding resolutions that have direct implications for the performance of PEs. The Forum reaffirmed that all government institutions must comply with PPDAA Regulations, mandated the Authority to expedite provider registration and certification, and directed collaboration with the Ministry of Finance and Planning to roll out the government fleet procurement and disposal programme. These resolutions elevate compliance with the procurement law from a statutory requirement to a national policy priority, thereby placing renewed responsibility on PEs to align their operations with the standards set by the PPDAA.

5.2 Establishment of Procurement Committees

Although audits and compliance reviews were not undertaken, one key area of Procuring Entities' performance was the establishment of Procurement Committees (PCs). The formation of Procurement Committees is a statutory requirement under the PPDAA Act, 2018, and represents a critical measure of compliance at the entity level.

During the year, PPDAA organized and facilitated meetings with Accounting Officers across Ministries, Departments, Agencies, States, and Administrative Areas to emphasize their responsibility in establishing Procurement Committees. As a result:

- **Ministries, Departments and Agencies (MDAs):** Out of 35 MDAs, 17 established Procurement Committees, representing 48.5% compliance.
- **States and Administrative Areas:** Out of 13 States/Administrative Areas, 12 established Procurement Committees, equivalent to 92.3% compliance.

This demonstrates that despite capacity constraints, there is growing awareness and acceptance of the legal requirement to establish Procurement Committees as a cornerstone of transparent and accountable procurement.

5.3 Development of the Procurement Audit Tool

In preparation for systematic performance reviews of Procuring Entities, PPDAA has finalized the design of a Procurement Audit Tool (Annex 6), which will be rolled out in FY 2025/26 following approval of the budget

The tool will provide a structured and standardized framework to measure PE compliance with the law. It is anchored in the PPDAA Act, 2018 and Regulations, and organized around **nine key components**:

- a) **Institutional Setup and Performance** – Establishment and functionality of Procurement Committees, Procurement Units, budget allocations, and internal audit arrangements.
- b) **Knowledge of the PPDAA and Regulations** – Training and awareness of Tender Committees, Procurement Units, and Internal Audit staff.
- c) **Compliance with Mandates and Independence of Organs** – Separation of duties and independence of key actors.
- d) **Annual Procurement Plan (APP) Development and Implementation** – Preparation, approval, and execution of APPs using PPDAA templates.
- e) **Tender Process Appropriateness** – Integrity of initiation, documentation, advertisement, evaluation, and award processes.
- f) **Contract Management and Implementation** – Vetting, monitoring, time management, quality control, and cost control.
- g) **Records Management** – Completeness, organization, and secure storage of records.
- h) **Implementation of PPDAA Systems (e-GP/PMIS)** – Submission of required reports and use of digital tools.
- i) **Handling of Complaints and Emergency Procurements** – Compliance with statutory provisions for managing complaints and emergencies.

Each component is assigned a weighted score, contributing to an overall compliance score of 100%.

5.4 Sample Compliance Scoring Framework

Table 10 illustrates how the Procurement Audit Tool will present compliance results once audits begin in FY 2025/26:

The Compliance Scoring Framework provides a structured method for assessing the performance of procuring entities across eight key components, including institutional setup, knowledge of PPDAA regulations, planning, tender processes, contract management, records keeping, use of PPDAA systems, and handling of complaints. Each component is weighted to give a total compliance score of 100 percent.

To ensure consistency in interpretation, PPDAA will apply a standardized rating scale: scores of 85–100 percent are rated Excellent, 70–84 percent Good, 50–69 percent Moderate, and below 50 percent Poor. For illustration, Entity C achieved 86 percent (Excellent), Entity A scored 76 percent (Good), and Entity B scored 54 percent (Moderate). This framework will guide future audits in identifying strengths, gaps, and corrective actions required to enhance compliance across the procurement system.

Table 10: Illustration of the Procurement Audit Tool

Component	Maximum Score (%)	Entity A Score (%)	Entity B Score (%)	Entity C Score (%)
1. Institutional Setup and Performance	10	9	6	8
2. Knowledge of PPDAA & Regulations	10	8	5	9
3. Compliance with Mandates & Independence	10	9	6	8
4. Annual Procurement Plan (APP)	15	12	9	14
5. Tender Process Appropriateness	25	20	13	22
6. Contract Management & Implementation	20	15	11	17
7. Records Management	5	4	3	5
8. Implementation of PPDAA Systems (e-GP/PMIS)	5	4	2	5
Subtotal (Positive Compliance Areas)	100	81	55	88
9. Complaints & Emergency Procurement (Penalty)	<i>Deduction up to -10</i>	-2	-3	-1
Total Compliance Score	100	79	52	87

How this works:

- **Entity A** scored 81/100 but lost -2 points for mishandling complaints → **Final = 79%**.
- **Entity B** scored 55/100 but lost -3 points for emergency procurement issues → **Final = 52%**.

- **Entity C** scored 88/100 but lost -1 point → **Final = 87%.**

5.5 Outlook for 2025/26

Going forward, the Authority will operationalize the Procurement Audit Tool in FY 2025/26 to systematically monitor compliance by Procuring Entities with the PPDAA Act and Regulations. Particular attention will be given to the implementation of the 8th Governors' Forum resolutions, which require all government institutions to adhere to PPDAA Regulations, accelerate provider registration, and cooperate in the rollout of the government fleet procurement and disposal programme. By embedding these directives into compliance audits, PPDAA will not only strengthen accountability but also ensure that PEs contribute meaningfully to the national reform agenda.

6. CHALLENGES AND WAY FORWARD

As a newly established regulatory institution, the Public Procurement and Disposal of Assets Authority (PPDAA) has made commendable progress in operationalizing the Public Procurement and Disposal of Assets Act, 2018. However, the implementation of reforms during FY 2024/25 revealed several challenges that must be addressed to safeguard the Authority's credibility, effectiveness, and sustainability. These are shown in **Table 11**.

Table 11: Challenges and their Mitigation

Challenge	Explanation	Mitigation / Way Forward
Budgetary Constraints and Delayed Disbursements	Only 28.3% of the approved SSP 3.062 billion was released, creating a funding gap of over SSP 2.1 billion. This delayed planned activities and created uncertainty in operations.	Advocate for timely release of funds, mobilize sustainable Government subvention, and engage development partners for complementary support.
Sustainability of Office Accommodation	The Authority's current lease, funded by the PFMIS Project, expires in November 2026. AfDB is supporting the design of permanent headquarters, but construction will take 4–5 years.	Secure transitional funding from Government beyond 2026 while fast-tracking AfDB-financed construction.
Inadequate Infrastructure and Logistics	Only three vehicles (two from PFMIS and one from Government) are available, which are insufficient. ICT equipment delivery was delayed, hampering efficiency.	Request Establishment Fund to procure more vehicles, including a staff minibus, and prioritize ICT in future budgets.
Weak Compliance by Procuring Entities (PEs)	Many Procuring Entities are reluctant to submit procurement plans and award information to the Tender Portal, undermining compliance with the PPDA Act.	Enforce compliance through audits, monitoring, and sanctions, while intensifying training and sensitization for Accounting Officers.
Staff Recruitment Issues	Recruitment of senior staff stalled after the Ministry of Public Service raised experience requirements	Engage Ministry of Public Service to align requirements with the

Challenge	Explanation	Mitigation / Way Forward
	beyond those approved in the Scheme of Service (20–25 years for Directors).	approved Scheme, re-advertise posts, and fill critical leadership roles.
Low Staff Morale	Delays in salary and incentive payments undermined staff motivation, compounded by unfilled positions.	Secure sustainable financing for salaries and incentives, and provide continuous professional development.
Limited Capacity and Skills Gaps	As a new regulator, both staff and Board lacked practical experience. Cancellation of AfDB-funded training reduced capacity building opportunities.	Seek alternative donor funding, expand training with ESAMI and regional partners, and institutionalize Reform Champions and Young Professionals Programmes ⁴ .
Slow Uptake of E-Procurement Systems	Despite launching the Tender Portal and Provider Registration System, usage remains low due to weak digital culture and lack of incentives.	Make registration mandatory for providers, integrate systems with IFMIS, and conduct awareness campaigns to drive adoption.

In conclusion, while PPDAA encountered significant institutional, financial, compliance, and human resource challenges during FY 2024/25, these have provided valuable lessons for strengthening its foundations. Through stronger enforcement, sustainable financing, enhanced capacity building, and accelerated digital reforms, PPDAA is well positioned to consolidate reforms and deliver on its statutory mandate in the years ahead.

4

7. PROSPECTS AND WORKPLAN FOR YEAR 2025/26

7.1 Introduction

Building on the milestones achieved in FY 2024/25, the Public Procurement and Disposal of Assets Authority (PPDAA) enters FY 2025/26 with a focus on deepening compliance, strengthening institutional capacity, and consolidating the gains made in operationalizing the PPDA Act, 2018. The year ahead will emphasize enforcement, sustainability, and systematic adoption of e-procurement systems to ensure that South Sudan's procurement framework delivers transparency, accountability, and value for money.

7.2 Strategic Prospects for FY 2025/26

To effectively deliver on its statutory mandate in FY 2025/26, PPDAA has identified a set of strategic objectives shown in **Table 12** that build on lessons from the previous year while also responding to national policy directives. These objectives are designed to strengthen compliance, enhance transparency, improve institutional capacity, and secure the long-term sustainability of operations.

In particular, PPDAA will integrate the **resolutions of the 8th Governors' Forum** into its work programme. This includes enforcing procurement regulations across all levels of government, expediting provider registration and certification to build a credible national database, and supporting the Ministry of Finance and Planning in rolling out the government fleet procurement and disposal programme.

Together, these priorities provide a clear roadmap for consolidating procurement reforms, ensuring that public procurement in South Sudan is conducted in a manner that promotes accountability, competition, and value for money, while also demonstrating responsiveness to the high-level commitments made by the country's leadership.

Table 12: PPDAA Strategic Objectives & Workplan Matrix (FY 2025/26)

Strategic Objective	Key Focus Areas / Actions	Performance Indicators	Timeline (Q1–Q4)
1. Enforce compliance and transparency	<ul style="list-style-type: none">Mandatory publication of procurement plans, bidding opportunities and awards.	% of Procuring Entities publishing procurement plans and awards on time..	Monitor PE compliance and publish compliance reports.
2. Build a credible provider database	Expedite registration and certification of companies and providers.	# of providers registered and certified. Database updated and accessible.	Q1–Q2: Provider registration drive. Q3–Q4: Database consolidation and compliance checks.

Strategic Objective	Key Focus Areas / Actions	Performance Indicators	Timeline (Q1–Q4)
3. Strengthen institutional capacity	<p>Restart Phase II recruitment.</p> <p>Professionalize and train procurement staff.</p>	<p># of new staff recruited.</p> <p>- # of officers trained.</p>	<p>Q1: Approval of recruitment framework.</p> <p>Q2: Recruitment completed.</p> <p>Q3–Q4: Staff induction and training roll-out.</p>
4. Secure sustainable financing and accommodation	<p>Secure predictable subventions and timely releases.</p> <p>Ensure transitional office support.</p>	<p>% of approved budget disbursed on time.</p> <p>- Initiation of obtaining Transitional office secured until AfDB HQ completion.</p>	<p>Q1: Government engagement on subventions.</p> <p>Q3: Secure options for transitional accommodation.</p> <p>Q3–Q4: Monitor disbursement and cash release performance.</p>
5. Implement Governors' Forum directives	<p>Enforce PPDAA Regulations across all levels.</p> <p>Support MoFP in rolling out fleet procurement and disposal programme.</p>	<p>Compliance rate of institutions with PPDAA Regulations.</p> <p>Fleet procurement programme operationalized.</p>	<p>Q1: Issue compliance circulars to PEs.</p> <p>Q3: Launch fleet procurement rollout with MoFP.</p> <p>Q3–Q4: Monitor compliance and progress reports.</p>
6. Promote visibility and regional cooperation	Successfully host the 17th East African Procurement Forum (EAPF) in Juba, Nov 2025.	<p>17th EAPF successfully hosted with ≥ 300 delegates.</p> <p>Regional cooperation commitments documented.</p>	<p>Q1–Q2: Preparations, mobilization of sponsors and logistics.</p> <p>Q3: Finalize programme and invitations.</p> <p>Q3 (Nov): Host 17th EAPF and produce post-event report.</p>

7.3 Conclusion

FY 2025/26 represents a transition from institutional establishment to consolidation and enforcement. By strengthening compliance, enhancing transparency, and deepening stakeholder engagement, PPDAA aims to entrench a culture of accountability and value for money in public procurement. Successful delivery of the strategic workplan will lay a firm foundation for sustainability, institutional credibility, and full adoption of e-procurement reforms in South Sudan.

ANNEX 1
APPROVED ESTABLISHMENT STRUCTURE FOR THE AUTHORITY

(Prepared in Accordance with Section 24 of the Civil Service Act 2011 of the Laws of South Sudan)

Division/Unit	Post	Proposed Manning Levels
Office of the Executive Director	Executive Director	1
	Office Manager	1
	ED Personal Assistant	1
	Security Officer	1
	Driver	1
Capacity Building and Advisory Directorate	Director Capacity Building and Advisory	1
	Administrative Assistant	1
	Deputy Director Capacity Building	1
	Senior Officer Learning and Development	1
	Senior Officer Capacity Building	2
	Deputy Director Advisory Services	1
	Senior Officer Advisory Services	2
	Senior Library and Client Support Officer	1
Performance Monitoring and Audit Directorate	Director Performance Monitoring and Audit	1
	Administrative Assistant	1
	Deputy Director Procurement Audit	1
	Senior Officer Procurement Audit	3
	Officer Procurement Audit	6
	Deputy Director Performance Monitoring	1
	Senior Officer Performance Monitoring	2
	Officer Performance Monitoring	3
	Procurement Data Analyst	2
Legal, Administrative Reviews and PPDA Secretariat Directorate	Director Legal, Administrative Reviews and PPDA Secretariat	1
	Administrative Assistant	1
	Deputy Director Legal and PPDA Secretariat	1
	Senior Officer Legal	2
	Deputy Director Administrative Reviews and Investigation	1
	Senior Officer Administrative Reviews and Investigation	2

Division/Unit	Post	Proposed Manning Levels
	Deputy Director Public Relations	1
	Senior Public Relations Officer	1
Information and Communications Technology Directorate	Director Information and Communication	1
	Administrative Assistant	1
	Deputy Director Systems Support and Administration	1
	Principal System Administrator	1
	Senior Systems Network Administrator	1
	Systems Network Administrator	1
	Deputy Director Systems Development and Maintenance	1
	Principal System Analyst	1
	Senior System Analyst	1
	System Analyst	1
Operations Directorate	Director Operations	1
	Administrative Assistant	1
	Deputy Director Finance	1
	Senior Finance Officer	1
	Finance Officer	1
	Assistant Finance Officer-Cashier	1
	Deputy Director Planning, Monitoring and Evaluation	1
	Senior Officer for Planning	1
	Senior Research and Statistics Officer	1
	Senior Officer Strategic Partnership and Resource Mobilization	1
	Deputy Director Human Resources and Administration	1
	Senior Human Resources Officer	1
	Senior Officer Administration	1
	Front Desk Officer	2
	Office Assistant	2
	Officer Vehicle Management	1
	Registry Officer	1
	Drivers	4
	Director Internal Audit	1

Division/Unit	Post	Proposed Manning Levels
Internal Audit Unit	Senior Internal Auditor	1
	Internal Auditor	1
Procurement Unit	Deputy Director Procurement Uniy	1
	Senior Procurement Officer	1
	Procurement Officer	1
Total Staff		84

ANNEX 2 – LIST OF PPDA STAFF

S/No	Name	Title
01	Hon. Deng Akuei Kak	Executive Director
Performance Monitoring & Audit		
02	Mr. Ajang Deng Daniel	1 st D/Director of Performance Monitoring & Audit
03	Mr. Dominic Mangok Kuach	1 st Deputy Director of Performance Monitoring and Audit
04	Mr. Mayen Amuom Bahon	Senior Procurement Audit Officer
05	Mr. Agutrial Machar Dakbai	Senior Procurement Audit Officer
06	Mr. Aloro Joel Jama	Senior Performance Monitoring Officer
Capacity Building & Advisory Services		
07	Mr. Pittia John Michael	Director of Capacity Building & Advisory Services
08	Mr. Panyar Majak Adut	Senior Capacity Building Officer
09	Mr. Ajou Luol Deng	Senior Advisory Services
Operations		
10	Mr. Andrea Mabior Akol	Director of Operations
11	Mr. Dak Angui Ngong Maker	Deputy Director of HRM
12	Mr. Stephen Gatluak Rundial	Human Resource Officer
13	Mr. Malou Jacob Deng Bichok	Administrative Officer
14	Mrs. Julia Ajak Kur	Records Management Officer
15	Mr. Kweny Dau Giil Juach	Administrative Assistant
16	Mr. Thon Peter Kuir	Administrative Assistant
17	Mr. Andrew Ajang Arok Bul	Administrative Assistant
18	Mr. Albino Monywiir	Administrative Assistant
19	Mr. Ajak Deng Diing	Finance Assistant Officer
20	Mr. John Macek Kon	Cashier
21	Mrs. Atong Dok Jok	Administrative Assistant
22	Mrs. Bor Sarah Alek	Finance Assistant Officer
Legal, Administrative Review & Secretariat		
23	Mr. Emmanuel Yithaya Ayuel	Senior Legal Officer
Information & Communication Technology		
24	Mr. Ahmed Kur Dau	System Network Administrator
25	Mr. Chan Liol Goth	Software Database Administrator
Procurement Unit		
26	Mr. Martin Mabior Mawien	1 st Deputy Director of Procurement Unit
27	Mr. Simon Thakol Nyuon	Procurement & Supplies Clerk
Internal Audit		
28	Mr. Moses Buay Thoral	Assistant Internal Auditor
Operations (Unclassified Staffs)		
29	Mr. Joseph Diing Majok	Senior Mechanic
30	Mr. Majok Rok Kuol	1 st Class Driver
31	Mr. Moses Chok Ramo	1 st Class Driver
32	Mrs. Martha Adhel Monydhot	Messenger
33	Mrs. Amou Akol Thiik Riiny	Messenger
34	Mrs. Randa Santino Manut	Messenger
35	Mr. Bol Akech Athian	Watchman
36	Mrs. Ayel Majok Akuang	Messenger
37	Mrs. Nyibol Manyuol Atek	Messenger

ANNEX 3

EXECUTIVE SUMMARY BENCHMARKING VISIT TO EAST AFRICAN PROCUREMENT REGULATORY BODIES

Introduction

The PPDAA and the Board have wide mandate to guide and monitor public procurement and disposal of assets in the Republic of South Sudan. The establishment of the Authority and appointment of Board Members was made on 17th February 2023 when His Excellency Salva Kiir Mayardit, the President of the Republic of South Sudan issued a decree on the appointment of the Executive Director and Members of the Board of Directors of the Authority. PPDAA Board was formerly inaugurated on 21st March 2023 by the Minister of Finance and Planning.

As part of building capacity of Board Members, it was found important to organise benchmarking visits to Procurement Regulatory Authorities of the East African Community through the Public Financial Management Institutional Strengthening (PFMIS) Project.

The benchmarking visits were funded under Sub-Component 2.3- Strengthening of Public Procurement of the Public Finance Management Institutional Strengthening (PFMIS) Project. It is amongst the activities planned for capacity building for Board of Directors and Secretariat for the PPDAA.

The Board of Directors of PPDAA wishes to thank the World Bank and the Ministry of Finance and Planning of South Sudan for facilitating these benchmarking visits through the PFMIS Project. The Executive Director of PPDAA has written to each of the organisations that were visited individually to thank them for their hospitality and willingness to share their knowledge and experience with PPDAA of South Sudan.

Purpose of the Visits

The visits were important to raise awareness of Board Members and Secretariat of the Authority on the existing systems in other Countries. They were aimed to provide them with the necessary knowledge to benchmark on when presented with various documents and systems for approval for the South Sudan public procurement and disposal of assets system.

The Countries visited and Dates of the visits

Country	Date of Visits	Institutions Visited
Kenya	19 th and 20 th July 2023	1. Public Procurement Regulatory Authority of Kenya. 2. Kenya Institute of Supply Management (KISM)
Uganda	31 st July to 1 st August 2023	3. Public Procurement and Disposal of Public Assets Authority of Uganda 4. The Institute of Procurement Professional of Uganda (IPPU) 5. Public Procurement and Disposal of Public Assets Appeals Tribunal
Tanzania	3 rd and 4 th August 2023	6. The Public Procurement Policy Division (PPD) 7. The Public Procurement Regulatory Authority (PPRA) 8. Procurement Supplies and Professional and Technician Board (PSPTB) 9. Public Procurement Appeal Authority (PPAA) 10. Government Procurement Services Agency (GSPA)

Lessons Learnt:

1. Political will at the highest level of the Government is necessary for bringing procurement reforms in the country and enabling the Procurement Regulatory Authority to operate without obstacles by not interfering with their mandate as proclaimed by the Act and providing adequate funding through budget allocation. This was evidenced in all the three visited countries.
2. The procurement function requires certified professionals in procurement and supply chain management. This was evidenced in all three countries in which they have Procurement Professional Bodies responsible for regulating the procurement profession.
3. Procurement Staff in the Procuring Entities are not staff of the Authority, and they are fully under the Accounting Officer. This is intended to increase accountability of the Organisation in its procurement processes. This was observed in all the three visited countries.
4. In all the three visited Countries, the Ministry of Finance is responsible for public procurement and asset disposal policy formulation and to effectively carry out this function there a Department/Unit within the Ministry responsible for procurement and disposal policies . This Department is different from the Procurement Unit established under the Procurement and Disposal Act to carry out procurement for the Ministry.
5. The Public Procurement Administrative Review Board of Kenya is provided with secretariat services by the PPRA in Kenya. This is the same situation as in South Sudan where the Complaints Review Committee which will be established under the PPDA Act 2018 is to be provided with secretariat services by PPDAA. This is different with Uganda and Tanzania where they organisations responsible for complaints review from bidders are Independent

Recommendations:

The benchmarking visits to the three African Countries have been very timely and has provided the Board and the Secretariat valuable lessons which can be used to build a robust PPDAA and a well-functioning procurement and disposal of assets system in South Sudan. Following the lessons learned we put forward the following recommendations for the Government of South Sudan:

1. The Government should commence the process of setting the stage for the autonomy of Public Procurement and Disposal of Asset Authority (PPDAA), which will go a long way to address most of the gaps and hanging issues within public procurement and disposal of assets system in the Country. The autonomy of PPDAA will largely depend on having adequate financial resources to carry out its mandate under the Act.
2. PPDAA should be gradually capacitated and staffed with personnel with the requisite qualification, due to its expected significant contribution to modern public procurement and disposal of assets system.
3. PPDAA should be enabled on a gradual basis to establish regional/zonal offices which are well equipped and staffed for easy coordination of public procurement activities .
4. PPDAA should establish e-procurement for easy management and tracking of information related to procurement throughout the Country. However further learning by the relevant IT staff should be made with respect to Uganda and Tanzania e-procurement systems.

5. The Ministry of Finance and Planning through the Minister should establish Public Procurement Policy Unit or Department. This Unit or Department is very important in developing the National Procurement Policy, Review of procurement policies, regulations, circulars and advice the Central Government, Local Governments and statutory bodies on issues related to procurement policies. The Unit or Department should be staffed with qualified Staff. This Unit or Department is different from the Procurement Unit which is required to be formed in each Procuring Entity in accordance with Section 29(1) of the PPDA Act 2018.
6. The Government of South Sudan should consider setting up a procurement professional body which will register and regulate the practices of procurement practitioners in the country as is the case of the three East African Countries, Kenya, Uganda and Tanzania.
7. The Minister of Finance should initiate the process of establishing the Complaints Review Committee as provided in Section 22 of the PPDA Act 2018. Initially the secretariat of the Complaints Review Committee shall be provided by PPDA as provided in the Act. This is a similar situation existing in Kenya where Public Procurement Administrative Review Board is provided with secretariat services by the PPRA of Kenya. Later on, it may be advisable to have an independent body to handle procurement complains as is the case of Uganda and Tanzania.
8. In all the visited Countries, procurement staff in the Procurement Units are under the control of the Accounting Officers of the PEs unlike here in South Sudan where the PPDA Act 2018 provides that procurement staff in the PEs Procurement Units shall be staff of PPDA. This provision should be amended because it does not provide for independence of functions between a Procuring Entity and the PPDA.

ANNEX 4

LIST OF PES THAT HAVE FORMED PROCUREMENT COMMITTEES

A: MINISTRIES

1. Wildlife Conservation and Tourism
2. Investment
3. Higher Education, Science & Technology
4. General Education & Instruction
5. Ministry of Health,
6. Federal Ministry of Peace Building;
7. Parliamentary Affairs;
8. Culture, Museums and National Heritage;
9. Roads and Bridges
10. Foreign Affairs and International Corporations;
11. Finance and Planning;
12. Agriculture and Food Security
13. Presidential Affairs
14. Cabinet Affairs
15. Interior;
16. Defense and Veterans
17. Information, Communication Technology and Postal Services
18. Mining
19. Energy & Dams
20. Water Resources and Irrigation
21. Humanitarian Affairs & Disaster Management
22. Public Service & Human Resource Development
23. Petroleum
24. Justice and Constitutional Affairs

B: AGENCIES

1. Anti-Corruption Commission
2. National Bureau of Statistics
3. South Sudan Electricity Corporation

4. South Sudan National Bureau of Standards
5. South Sudan HIV/Aids Commission
6. South Sudan Roads Authority
7. Employees Justice Chamber
8. Public Grievances Chamber
9. Commission for Refugees Affairs
10. Judicial Service Commission
11. National Prisons Service of South Sudan;
12. National Revenue Authority
13. National Communications Authority
14. Universal Services Access Fund.
15. Food and Drugs Control Authority
16. Financial Intelligence Unit
17. South Sudan Civil Aviation
18. National Audit Chamber

C: STATES

1. Central Equatoria
2. Eastern Equatoria
3. Western Equatoria
4. Jonglei
5. Lakes
6. Warrap
7. Western Bahr el Ghazal

D: SPECIAL ADMINISTRATIVE AREAS

1. Abyei
2. Ruweng

ANNEX 5:**LIST OF MEMBERS OF PROCUREMENT COMMITTEES WHO ATTENDED
DISSEMINATION WORKSHOPS OF PPDA ACT 2018 & SBDs****ATTENDANCE SHEET | 11th – 15th December 2023**

S/No	Name	Institution
1.	Caesar Lohom	South Sudan HIV/Aids Commission
2.	Linda Jum	Judicial Service Commission
3.	James Morbe	Judicial Service Commission
4.	Johhn Kenyatta	South Sudan Anti-Corruption Commission
5.	Martin Ring Malak	Min. of Wildlife Conservation and Tourism
6.	Hon. Samuel Lemi	Min. of Wildlife Conservation and Tourism
7.	Mundrugo George	National Bureau of Statistics
8.	Alfred Sokiri	Ministry of Investment
9.	Malual Kuir	Ministry of Higher Education, Science and Technology
10.	Dominic Charles	National Bureau of Statistics
11.	Martin Manyang	Ministry of General Education & Instruction
12.	Dr. Atem Kuir	Ministry of Higher Education, Science and Technology
13.	Yuggu Edward	Ministry of Higher Education, Science and Technology
14.	Hon. Thon Aguer	Min. of Wildlife Conservation and Tourism
15.	Koma Denis	South Sudan Roads Authority
16.	Ater Dekbai	Ministry of Higher Education, Science and Technology
17.	Aken Akech	South Sudan Anti-Corruption Commission
18.	Yel Diet	Judicial Service Commission
19.	Redento Tongun	National Prisons Service of South Sudan
20.	Paul Aguelet	National Prisons Service of South Sudan
21.	Atok Atem	National Prisons Service of South Sudan
22.	Elioba Dera	Ministry of Investment
23.	Duku John	Commission for Refugee Affairs
24.	Peter Kendi	Commission for Refugee Affairs
25.	Daniel Kuol	South Sudan Electricity Corporation
26.	Severino Adelino	South Sudan Anti-Corruption Commission
27.	John Lual Kur	South Sudan Electricity Corporation
28.	John Wel Akech	South Sudan Electricity Corporation

29.	Majok Aleu	South Sudan National Bureau of Standards
30.	Edwin Edward	South Sudan National Bureau of Standards
31.	David Angok	South Sudan National Bureau of Standards
32.	Victoria Henry	South Sudan Roads Authority
33.	Isaac Kongor	Ministry of Higher Education, Science and Technology
34.	Tuna Mogga Sebit	South Sudan Roads Authority

ATTENDANCE SHEET | 22nd to 26th January 2024

S/No	Name	MDA
1.	Jeremiah Ater	South Sudan Anti-Corruption Commission
2.	Nyadijok Samuel	South Sudan Anti-Corruption Commission
3.	Lilian Kiden Amos	South Sudan Roads Authority
4.	Athok Mary Bol	South Sudan Roads Authority
5.	Duku David	Public Grievances Chamber
6.	Benjamin Yata	Public Grievances Chamber
7.	Matiop Philip Kur	Ministry of Wildlife
8.	Jimmy Simon Ananias	National Bureau of Statistics
9.	James Nyawello	South Sudan HIV/Aids Commission
10.	Majak Michael Chol	South Sudan Roads Authority
11.	Mary Michael	South Sudan Anti-Corruption Commission
12.	Bul Mamer	National Bureau of Statistics
13.	Maker Malual	Ministry of Investment
14.	Kuol Nyol Deng	Ministry of Investment
15.	John Bul Kuir	Employee Justice Chamber
16.	Ater Dekbai	Ministry of Higher Education, Science and Technology
17.	Jenty Edward	Judicial Service Commission
18.	Simon Bul Dut	Judicial Service Commission
19.	Charles Lino Okeny	Wildlife Conservation and Tourism
20.	Olweny Joseph	Ministry of Higher Education, Science and Technology
21.	Daniel Thon Maketh	National Bureau of Standards
22.	Oliver Nimaya	South Sudan Roads Authority
23.	William Makur	South Sudan Revenue Authority
24.	David Bul Ager	Employee Justice Chamber
25.	Capt. John Kuir Kuany	Wildlife Conservation and Tourism
26.	Jackline Akuin Wani	Ministry of Justice
27.	Acayo Alice	National Bureau of Standards
28.	Andrew Lueth Ring	Ministry of Health
29.	Col. George Garang Malong	National Prisons Service of South Sudan
30.	Col. Abraham Gop	National Prisons Service of South Sudan

31.	Wilson Nagib	National Bureau of Standards
32.	John Wel Akech	South Sudan Electricity Corporation
33.	John Lual Kur	South Sudan Electricity Corporation
34.	Modi Moses Mogga	South Sudan Anti-Corruption Commission
35.	Marko Dut Malek	Ministry of Higher Education, Science and Technology

ATTENDANCE SHEET | 22nd to 26th April 2024

S/No	Name	Institution
1.	John Deng Ayau	Ministry of Federal Affairs
2.	Anthony Angu Muroga	Ministry of Peace Building
3.	Simon Gatkuoth Jiath	Ministry of Federal Affairs
4.	Philip Apiu Majok	National Communications Authority
5.	Ruot Dobuol	S.S National Bureau of Standards
6.	Emmanuel Secondo	Ministry of Parliamentary Affairs
7.	Jacob Deng Pajieh	Ministry of Parliamentary Affairs
8.	Richard Jombi James	Ministry of Culture, Museums and National Heritage
9.	Philip Thon	Ministry of Roads and Bridges
10.	Santino Majak Deng	Ministry of Health
11.	Marko A. Paul	Ministry of Transport
12.	Amb. Dr. Riek Puok Riek	Ministry of Foreign Affairs
13.	John Majok Kordit	National Communications Authority
14.	Daniel Deng Madut	National Communications Authority
15.	Faride David John	National Communications Authority
16.	Daniel Thon Maketh	S.S National Bureau of Standards
17.	Paul Chol Deng	Ministry of Health
18.	Gatluak Gatkuey Wie	Ministry of Interior
19.	Ruot Yuek Gai	Ministry of Peace Building
20.	Filbert Frederick Ojok	Ministry of Parliamentary Affairs
21.	Ajing Deng Bar	Ministry of Parliamentary Affairs
22.	Bol Majok Yel	Ministry of Parliamentary Affairs
23.	James Khamis Enosa	Ministry of Culture, Museums and National Heritage
24.	Henry Wani James	Ministry of Peace Building
25.	Amb. Philip Nyuon Akau	Ministry of Foreign Affairs and International Corporations
26.	Paulino Choty Akiji	Ministry of Foreign Affairs and International Corporations
27.	Gumat Martin	Ministry of Roads and Bridges
28.	Robert Kot Mayen	Ministry of Defense and Veteran Affairs
29.	Garang Maper Dut	Ministry of Finance and Planning

ATTENDANCE SHEET | 6th to 10th May 2024

S/No	Name	Institution
1.	Andrew Jok	Ministry of Agriculture and Food Security
2.	Amb. Juma Dino Amoi	Ministry of Federal Affairs
3.	Makur Peter Malak	Ministry of Cabinet Affairs
4.	Chol John Alier	Universal Services Access Fund
5.	Hillary Hakim Joseph	Ministry of Health
6.	Michaya Gamunde Nasona	Ministry of Agriculture and Food Security
7.	Martin Mamuot Deng	Ministry of Peace Building
8.	Paulino Bol Guk	Ministry of Finance and Planning
9.	Aguer de yen Chol Arok	Universal Services Access Fund
10.	Mawien Akoon	Ministry of Finance and Planning
11.	George Benenth Buni	Ministry of Federal Affairs
12.	Pagarau Marial Kedit	Ministry of Federal Affairs
13.	Hayat Wilson Nagib	Ministry of Federal Affairs
14.	Lavirick Ali Sakaran	Ministry of Health
15.	Andrew Lueth Ring	Ministry of Health
16.	Chuol Giek Gual	Ministry of Culture, Museums and National Heritage
17.	Edwin Edward Baime	South Sudan National Bureau of Standards
18.	Bibiana Kakule Joseph	Ministry of Finance and Planning
19.	Hiboro Poncilia Kussala	Ministry of Peace Building
20.	Margaret Modong Ruben	-
21.	Angelina Alex Akok	-
22.	Majok Aleu Kuach	South Sudan National Bureau of Standards
23.	Nailo Jackson Mathew	Universal Services Access Fund
24.	Anita Akech Patrick	Ministry of Presidential Affairs
25.	Tut Lam Boka	Ministry of Investment
26.	Valentino Malueth Ring Dhol	Ministry of Presidential Affairs
27.	Magot David Kuol	Universal Services Access Fund
28.	Santino Bol Akok	Ministry of Culture, Museums and National Heritage
29.	Ajak Garang John	Universal Services Access Fund
30.	Santino Akech Mou	Ministry of Culture, Museums and National Heritage
31.	Vanansio Kidega Samson	Ministry of Presidential Affairs
32.	Bol Tokmac Nguangnyin	Ministry of Parliamentary Affairs
33.	Anibie Jackline Waraga	Ministry of Presidential Affairs
34.	Hassen Walla Jambo	Ministry of Cabinet Affairs
35.	Silvestor Kenyi Amozai	Ministry of Cabinet Affairs
36.	David Angok Jongkuch	South Sudan National Bureau of Standards

Wau Training Procurement Officers Certificate Names 24th – 28th Feb 2025

1. Buana Maduol Majok
2. Deng Roch Magai
3. Moses Ater Marial
4. William Mador Mathou
5. Manut Atem Ajing
6. Sebit Maker Malook
7. Adhal Pasquale Aluong
8. Agok Monydit Mon
9. Gabriel Manyang Muorwel
10. Malual Makoi Kuok
11. Silvano Faustino Fatur
12. Chol Mangom Awic
13. Clement Agamiri Daldoum
14. John Miabil Miakuei
15. Ajuach Ajing Nyok
16. Charles Thuc Chol
17. Bith Chan Ayath
18. Athian Parek Andrew
19. Wol Aknon Tebir
20. Carlo Ayual Miabil
21. Miakuei Wilson Deng
22. Bol Miakol Miarial
23. Arop Carbino Malek
24. Mum Akol Aniek
25. Sebit Abdallah Masungu
26. Marko Puot Akol
27. Rose Aker Deng
28. Akec Deng Kuot
29. Simon Boro Wani
30. Taban Dabit Andrews
31. Kueth Kur Peter
32. Aligo Peter Eta
33. Monycol Malual Kuot
34. Nawal Kuol Ajuong
35. Kuacgor Ngor Kuacgor
36. Simon Deng Chol
37. Monyjok Malek Guin
38. Samuel Mabor Nyiduer
39. Gabriel Makuei Goljok
40. Daniel Marjan Ramadan
41. Mabor Kau Akec
42. John Joseph Abdalla
43. Regina Arkangelo Unango
44. Ines Federic Ubio

Torit Training Procurement Officers Certificate Names 3rd – 7th Feb 2025

1. John Saturlino Ogiew
2. Philip Agoot Jongkuch
3. Chan Makuch Chan
4. John Gene Maku Anthony
5. Nelson Olimpio Ladu Bali
6. Emmanuel Attilio Lotidak
7. Purangi John Arona
8. Moses Gatkuoth Deng Koang
9. Emmanuel Jelie Cypriano
10. Emmanuel Paul Taban
11. David Wani Sisto
12. Paul Lobojo Elson
13. Dario Borok Omini
14. Peter Ohure Philip
15. Philip Sebit Ungang
16. Garang Jacob Deng
17. Donato Apari Cholong
18. Jenty Fatina Samuel
19. Loboe Philip Alex Lokwaa
20. Francis Iwa Andruga
21. Patrick Lumumba Doka
22. Ijoo Bosco Modi
23. Mario Grant Lochom Popo
24. Alison Gordon Bafuka
25. Tony Amandu Sebastian
26. Gathuak Chuol Banang
27. Doctor Samuel Gai
28. Maku Albert Ancent
29. Anjelo Benjamin Siaga

ANNEX 6

PROCUREMENT AUDIT TOOL

1. Preamble

The Public Procurement and Disposal of Assets Authority (PPDAA) of the Republic of South Sudan is established under Chapter II, Section 6 of the Public Procurement and Disposal of Assets Act. In line with its statutory mandate, the Authority is entrusted with the responsibility to regulate, monitor, and enforce compliance in all matters relating to public procurement and disposal of assets across government institutions.

Public procurement constitutes a critical mechanism for the delivery of public services, the promotion of economic growth, and the advancement of good governance. To safeguard integrity and efficiency in the use of public resources, procurement processes must adhere to the principles of fairness, competitiveness, transparency, accountability, and non-discrimination as outlined in Section 7 of the Act. The Authority is further mandated to harmonize procurement systems, build institutional and human resource capacity, and ensure that procurement opportunities empower special groups, including business women, youth, and persons with disabilities.

In executing these objectives, Section 8 of the Act empowers the Authority to formulate standards and policies, issue guidelines, maintain supplier registers, undertake procurement research, and conduct inspections and reviews of procuring entities. Equally, under Section 9, the Authority holds investigative and enforcement powers, including requiring information, summoning witnesses, and instituting contract performance reviews. Section 10 further reinforces this oversight role by mandating the Authority to recommend corrective and disciplinary measures in cases of persistent breaches of procurement law.

The **Public Procurement Audit Tool** has therefore been developed as a strategic instrument to operationalize these statutory functions and powers. It serves as a framework for systematically reviewing, assessing, and reporting on the performance of procuring entities, while promoting compliance with legal, regulatory, and ethical standards. The tool is designed to provide evidence-based insights into procurement practices, identify risks of mismanagement, collusion, or inefficiency, and recommend corrective actions to safeguard public resources.

Ultimately, this Audit Tool strengthens PPDAA's oversight role by fostering a culture of accountability and continuous improvement in public procurement. It ensures that procurement systems contribute to the national goals of transparency, good governance, and inclusive economic participation, in line with the Authority's mission to uphold the highest standards of integrity and professionalism in South Sudan's public procurement and disposal system.

2. Overview of the Public Procurement Audit Tool

The Public Procurement Audit Tool of the PPDAA has been designed to provide a structured and evidence-based mechanism for assessing the performance, compliance, and integrity of procurement entities in South Sudan. Anchored in the PPDAA Act, 2018 and its Regulations, the tool evaluates institutional, procedural, and operational aspects of procurement against established legal and regulatory benchmarks. It is organized into nine key components, each with measurable indicators and scoring percentages that cumulatively reflect the overall compliance level of a procuring entity.

Component	Description
1. Institutional Setup and Performance	This component examines whether the core procurement governance structures are properly established and functional. It covers the establishment of Procurement Committees, Procurement Units, budget allocation, and internal audit arrangements. The aim is to ensure that procuring entities have an adequate institutional foundation for transparent and efficient procurement.
2. Knowledge of PPDAA and Regulations	The tool assesses the extent to which procurement stakeholders—Tender Committee members, Procurement Unit staff, and Internal Audit staff—have received appropriate training on PPDAA requirements. This ensures that decisions are informed by professional knowledge and consistent with legal standards.
3. Compliance with Mandates and Independence of Organs	This section reviews the independence of key organs (Accounting Officer, Tender Committee, Procurement Unit, and Internal Audit Unit). It ensures separation of duties and avoidance of conflicts of interest, in line with the governance provisions of the PPDAA Act.
4. Annual Procurement Plan (APP) Development and Implementation	The tool measures whether procuring entities prepare, approve, and implement APPs using PPDAA-issued templates. It checks for adherence to planned activities, documentation of approvals, and the management of deviations.
5. Tender Process Appropriateness	This is a core compliance check, covering initiation and approvals, quality of tender documents, advertisement practices, integrity of evaluation processes, and award notifications. It ensures that tenders are conducted transparently, competitively, and fairly in accordance with PPDAA standards.
6. Contract Management and Implementation	This component evaluates post-award performance, focusing on contract preparation and legal vetting, monitoring mechanisms, time management, quality assurance, and cost control. It ensures that contracts deliver value for money and are managed in line with contractual obligations.
7. Records Management	Effective records management is essential for accountability. The tool checks whether procurement records are complete, well-maintained, and securely stored in physical or electronic archives.
8. Implementation of PPDAA Systems (e-GP/PMIS)	This section measures compliance with reporting obligations (APPs, monthly, quarterly, and annual reports)

Component	Description
	and adoption of digital procurement tools, supporting data-driven oversight and efficiency.
9. Handling of Complaints and Emergency Procurements	The final component evaluates how entities manage procurement complaints and emergencies. It checks adherence to Sections 53–56 and 60 of the PPDAA Act, with deductions applied for mishandling, reflecting the critical importance of fairness and legality in these sensitive areas.

3. Scoring and Compliance Rating

Each component carries a weighted maximum score, collectively amounting to 100%. Entities are evaluated against these benchmarks, with compliance gaps clearly identified. High scores demonstrate effective governance, while low scores highlight risks of inefficiency, non-compliance, or malpractice.

The tool therefore provides PPDAA with a practical and standardized framework to:

- Benchmark procurement performance across entities.
- Identify systemic weaknesses and training needs.
- Recommend corrective and disciplinary measures.
- Promote accountability, value-for-money, and inclusivity in public procurement.

Audit Tool Framework with Evidence Checklist

Component	Sub-Component	Reference	Check/Verification	Evidence Required	Max Score (%)
1. Institutional Setup and Performance (10%)	1.1 Properly Established Procurement Committee	Sec. 26(1), PPDA Act 2018	Existence of PC with appointed members by AO	Appointment letters, AO directives	2.0
	1.2 Notification to PPDAA	Sec.26(4), PPDA Act 2018	Notification within 14 days of PC formation	PPDAA acknowledgement, submission letters	0.4
	1.3 Establishment & Staffing of Procurement Unit (PU)	Sec. 29, PPDA Act 2018	PU existence, staffing, qualifications of Head	Organogram, HR records, CVs/certificates	0.4
	1.4 Budget Allocation for PU	PPDAA Regulations	PU has an operational budget line	Approved budget, vote book	3.6
	1.5 Internal Audit Unit	PFMAA	IA Unit existence, staff qualifications	IA organogram, qualifications, TORs	3.6
2. Knowledge of the PPDAA and Regulations (10%)	2.1 Training of Tender Committee Members	—	Certificates of participation in PPDAA-related training	Training certificates, attendance lists	3.3
	2.2 Training of PU Staff	—	Training certificates; knowledge assessment	Certificates, assessment reports	3.3
	2.3 Training of IA Staff on Procurement	—	Relevance of IA reports to procurement	IA reports referencing procurement	3.4
3. Compliance with Mandates & Independence of Organs (10%)	3.1 Independence of AO, PC, PU, IA	Sec. 35, PPDA Act 2018	Independence of key organs demonstrated	Decision-making records, delegation letters	10.0
4. Annual Procurement Plan (APP) (15%)	4.1 APP Preparation Using PPDAA Templates	—	Use of PPDAA template and tender codes	APP documents, PPDAA codes	5.0
	4.2 Approval by Budget Approving Authority	—	Approval documented in minutes	Signed minutes, budget approval records	5.0

Component	Sub-Component	Reference	Check/Verification	Evidence Required	Max Score (%)
	4.3 APP Implementation	—	Adherence to APP; reasons for deviations	Implementation reports, deviation justifications	5.0
5. Tender Process Appropriateness (25%)	5.1 Initiation & Approvals	—	Initiation by user dept.; AO approval	User requests, AO approval memos	2.0
	5.2 Tender Documentation Quality & Standards	PPDAA SBDs	Completeness, neutrality, clear criteria	SBDs, TORs, bid documents	10.0
	5.3 Tender Advertisement & Timeliness	—	Use of PPDAA portal/press; adherence to timelines	Tender notices, portal/press adverts	2.0
	5.4 Evaluation Process Integrity	—	Evaluation vs. published criteria; signed CoC	Evaluation reports, signed CoC	10.0
	5.5 Award & Notifications	—	Award approval; bidder notifications	Award letters, bidder notifications	1.0
6. Contract Management & Implementation (20%)	6.1 Contract Preparation & Vetting	MoJ/Legal Unit	Vetting of contracts	MoJ/Legal vetting letters, signed contracts	2.0
	6.2 Contract Monitoring & Performance	—	Supervisors, site meetings, reports	Monitoring reports, site visit minutes	3.0
	6.3 Time Management	—	Timely start, adherence, justification for delays	Work schedules, extension approvals	5.0
	6.4 Quality Control	—	Inspection reports, QA plans	Inspection certificates, QA checklists	5.0
	6.5 Cost Control	—	Payment certification, retention, variations	Payment certificates, variation orders	5.0
7. Records Management (5%)	7.1 Record Keeping per Tender	—	Documentation from initiation to completion	Procurement files, digital archives	2.5
	7.2 Storage Facility	—	Adequacy of archive	Archive register, ICT backup evidence	2.5

Component	Sub-Component	Reference	Check/Verification	Evidence Required	Max Score (%)
8. Implementation of PPDAA Systems (5%)	8.1 Submission of Reports	—	APP, Monthly, Quarterly, Annual Reports submitted	Submission receipts, PPDAA confirmations	5.0
9. Handling of Complaints & Emergencies (Penalty Mechanism)	9.1 Complaints Management	Sec. 53–56, PPDAA Act	Process for handling complaints	Complaints register, PPDAA decision letters	Deduction up to -5.0
	9.2 Emergency Procurement Handling	Sec. 60, PPDAA Act	Application of emergency procedures	Emergency procurement files, AO approvals	Deduction up to -5.0

TOTAL SCORE = 100% (before deductions)

⚠ Note on Scoring Flexibility:

- Non-compliance with complaints handling or emergency procurement will **reduce the obtained score** (deductions applied from the total out of 100%).
- PPDAA reserves the right to **reallocate weightings in future** to reflect evolving priorities. For example, once all Procuring Entities have formed Procurement Committees and trained members, more weight may be shifted to areas such as **contract management, records, or digitalization (e-GP/PMIS)**.



Vision

A center of excellence for the advancement of a public procurement and disposal of assets system for sustainable national development.

Mission

To regulate public procurement and disposal of assets to promote compliance and achieve value for money.

Core Values

Integrity	Serving stakeholders in an ethical, honest, and fair manner.
Teamwork	Working collaboratively, sharing experiences, and respecting one another to achieve institutional goals
Accountability	Performing duties with readiness to take responsibility for actions.
Professionalism	Executing regulatory functions with knowledge, skills, and a positive attitude.
Transparency	Promoting openness and fairness in all engagements with stakeholders.

*Promoting Transparency, Integrity, Fairness , Competitiveness,
Accountability and Value for Money in Public Procurement*